ATTACHMENT 3

DRAFT EIR

Planning for Success.

DRAFT
ENVIRONMENTAL IMPACT REPORT

Monterey County Jail Housing Addition

State Clearinghouse # 2013011006

PREPARED FOR

County of Monterey

June 16, 2014

EMC PLANNING GROUP INC.
A LAND USE PLANNING & DESIGN FIRM

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PREPARED FOR

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June 16, 2014

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SUMMARY

CEQA REQUIREMENTS

CEQA Guidelines section 15123 requires an EIR to contain a brief summary of the proposed project and its consequences. The summary identifies each significant effect and the proposed mitigation measures and alternatives to reduce or avoid that effect; areas of controversy known to the lead agency; and issues to be resolved, including the choice among alternatives and whether or how to mitigate the significant effects.

PROJECT DESCRIPTION

This section contains a condensed description of the proposed project. For a detailed description of the proposed project, refer to Section 2.0 Project Description.

The proposed project will involve new building construction and expansion of the existing Monterey County Adult Detention Facility to accommodate 576 additional beds and associated program space for inmates housed in the detention facility. This project will increase the design (rated) bed capacity from 825 to 1,401 beds. As inmate populations fluctuate daily, the Sheriff's Department will continue to manage their inmate population at the design bed capacity of 1,401.

The proposed project will be constructed in one phase. The expansion will be constructed at the southwest corner of the existing detention facility property on a portion of the existing staff parking lot and a fenced grassy area and will consist of two adjacent buildings. The main building would be a 50-foot tall, stacked structure with housing units that have cells on the main floor and on a tier level. Additional program and support areas would be located on the main floor. A second smaller, single-level building located south of the main structure will be designated for administrative purposes. The two buildings will be connected via a secured corridor to an existing sallyport within the existing jail.

SUMMARY OF IMPACTS AND MITIGATION MEASURES

This draft EIR identifies significant or potentially significant environmental impacts in several areas as identified below. The impacts are presented in a summarized format in Table S-1. The full text of the environmental setting, project analysis, and impacts and the mitigation measures can be found in Section 3.0, Environmental Setting, Impacts, and Mitigation Measures.

Significant Unavoidable Impacts

There are no significant and unavoidable impacts.

AREAS OF CONTROVERSY

CEQA Guidelines section 15123(b)(2) requires an EIR summary to identify areas of controversy known to the lead agency including issues raised by agencies and the public. Although the lead agency is not aware of any controversial issues, the following issues were raised by other agencies during the Notice of Preparation process. Letters are included in Appendix A, Notice of Preparation and Responses. They are briefly summarized as follows:

- Potential impacts similar to other projects in the area such as the Salinas Regional Soccer Complex including but not limited to traffic, storm water, etc.;
- Hydrology and water quality (degradation from erosion or polluted runoff or increased flooding/plan preparation and filing requirements);
- Land use and planning (consistency with applicable land use plans/agency approvals);
- Energy conservation;
- Public services and utilities (consistency with master plans/review/approval/payment of fees);
- Traffic and transportation (expansion of traffic analysis to include additional intersections/payment of fees);
- Traffic and transportation (parking);
- Aesthetics (exterior design);
- Hazards (building code conformance), and
- Air Quality (construction emissions).

Table S-1 Significant Impacts and Mitigation Measure Summary

Area of Concern	Significant Impact	Mitigation Number	Mitigation Measure Summary	Residual Impact
Biology	Special-Status Species (Nesting Birds) (Potential Impact)	BIO-1	Avoidance measures and/or pre-construction surveys to ensure development activities will not disrupt nesting activities.	Less than significant
Cultural Resources	Damage to Buried Historical or Archaeological Resources (Potential Impact)	CR-1	Implementation of the County's standard requirements for accidental discovery of cultural, archaeological, historical or paleontological resources.	Less than significant
Cultural Resources	Disturbance of Human Remains (Potential Impact)	CR-2	Implementation of the County's requirements for accidental discovery of human remains.	Less than significant
Noise	Exposure of People to Excessive Groundborne Vibration (Construction Noise) (Potential Impact)	N-1	Restrictions in the project plans and specifications to mitigate construction vibration: limiting the hours of construction and use of sonic pile drivers (if the use of pile drivers are necessary).	Less than significant
Noise	Exposure of People to Substantial Temporary or Periodic Increases in Noise Levels (Construction Noise) (Potential Impact)	N-2	Restrictions in the project plans and specifications to mitigate construction noise: limiting the noise level of equipment, limiting the hours of construction, and ensuring that noise control devices (such as mufflers) and methods (such as buffering and equipment location) is used.	Less than significant

Area of Concern	Significant Impact	Mitigation Number	Mitigation Measure Summary	Residual Impact
Transportation/Traffic	Conflict with an Policy Establishing Measures of Effectiveness for the Performance of the Circulation System (Natividad Road/Laurel Drive intersection)	T-1	Payment of the City of Salinas Traffic Impact Fee to contribute toward the transportation improvements identified in the City of Salinas Traffic Fee Ordinance Program for the Natividad Road/Laurel Drive intersection.	Less than significant
Transportation/Traffic	Decrease the Performance or Safety of Pedestrian Facilities	T-2	Final development plans must include sidewalks, pathways or directional signage on the project site between the existing adult detention facility entrance and both Natividad Road and Constitution Boulevard.	Less than significant
Transportation/Traffic (Cumulative)	Cumulative (Natividad Road/Laurel Drive, Constitution Boulevard/Medical Center Driveway and Constitution Boulevard/North Driveway intersections)	Cumulative T-1	Payment of the City of Salinas Traffic Impact Fee to contribute towards the long-range transportation improvements identified in the City of Salinas Traffic Improvement Program, as well as a pro-rata share of the cost of signalization of the Constitution Boulevard/Medical Center Driveway intersection and the Constitution Boulevard/North Driveway intersection.	Less than significant

Source: EMC Planning Group Inc. 2014

SUMMARY OF ALTERNATIVES

Project alternatives are presented, discussed, analyzed and compared in Section 5.0, Alternatives. The following project alternatives were analyzed:

- Reduced Density Alternative; and
- No Project Alternative.

Reduced Density Alternative

The Reduced Density Alternative would involve construction of a portion of the proposed project to accommodate 288 (rather that 576) additional beds.

No Project Alternative

The No Project alternative assumes physical conditions as they exist on the project site, and operations at the adult detention facility as they currently function, as well as an influx of prisoners from the State prison system resulting from realignment.

Comparison of Alternatives

All impacts associated with the proposed project were found to be either less than significant of less than significant with mitigation. Several impacts associated with the Reduced Density Alternative are considered to be "less" relative to the proposed project. However, the level of significance remains the same in all instances and the Reduced Density Alternative does not eliminate the need for any mitigation required by the proposed project.

Several impacts associated with the No Project Alternative are considered "less" relative to the proposed project because the alternative would not require mitigation or there would be no impact at all. However, one environmental issue area (Utilities and Service Systems) would have impacts greater than the proposed project. This is due to the fact that the No Project Alternative would not implement the utility and service system improvements included with the proposed project and thus would have a greater demand on those systems. Therefore, the No Project Alternative could not be considered environmentally superior to the proposed project and it does not meet the primary objectives of the project.

The Reduced Density Alternative may be considered environmentally superior to the proposed project because it reduces the duration and intensity of some of the environmental impacts (e.g. construction noise) however; it does not reduce any impact to a level of insignificance and would require similar mitigation for identified impacts as the proposed project.

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1.0
INTRODUCTION

1.1 AUTHORIZATION, PURPOSE, STANDARDS, AND METHODOLOGY

Authorization and Purpose

Environmental impact reports are authorized by California Public Resources Code Section 21000 et sec., which established the California Environmental Quality Act (CEQA). CEQA was passed by the California State Legislature in 1970 to establish protocols for environmental review of proposed projects, and has been amended numerous times since. The Office of Planning and Research developed the CEQA Guidelines to assist in implementing CEQA.

The County of Monterey ("County"), acting as the lead agency, has determined that the proposed Monterey County Jail Housing Addition (hereinafter "proposed project" or "project") may result in significant adverse environmental effects, as defined in CEQA Guidelines section 15064. Therefore, the County has prepared this environmental impact report (EIR) to evaluate the potentially significant adverse environmental impacts of the proposed project.

EIR Preparation Standards and Methodology

Standards

EMC Planning Group (hereinafter "consultant") has prepared this EIR under contract to the County of Monterey in accordance with CEQA and its implementing guidelines. This EIR has been prepared using available information from private and public sources noted herein, as well as information generated by the consultant through technical analysis and field investigation. This EIR will be used to inform public decision makers, their constituents and the public of the environmental impacts of the proposed project.

This EIR is an objective public disclosure document that takes no position on the merits of the proposed project. Therefore, the findings of this EIR do not advocate a position "for" or "against" the proposed project. Instead, this EIR provides information on which decisions about the proposed project can be based. The EIR has been prepared according to the professional standards and practices of the EIR participants' individual disciplines and in conformance with the legal requirements and informational expectations of CEQA and its implementing guidelines.

Methodology

This EIR describes and evaluates the existing environmental setting of the project site and surrounding areas, discusses the characteristics of the proposed project, identifies environmental impacts associated with the proposed project, and provides feasible mitigation measures that can be implemented to reduce or avoid identified adverse environmental impacts. This EIR also evaluates reasonable alternatives to the proposed project.

If an EIR identifies a significant adverse impact, the lead agency may approve the project only if it finds that mitigation measures have been incorporated into the project and will reduce the impact's significance, or that such mitigation is infeasible for specified social, economic, and/or other reasons (Public Resources Code section 21081). The lead agency may not omit from the project conditions a mitigation measure associated with a project impact identified in the EIR as significant, unless it makes specific findings regarding the omission.

1.2 EIR AND PUBLIC COMMENT PROCESS

Determination to Prepare an Environmental Impact Report

In January 2013, in accordance with Section 15063 of CEQA Guidelines, the County, acting as the lead agency, prepared an initial study evaluating the proposed project. The initial study identified a number of potentially significant adverse environmental effects associated with the proposed project. As stated in the CEQA Guidelines section 15064(1), “If there is substantial evidence, in light of the whole record before a lead agency, that a project may have a significant effect on the environment, the agency shall prepare a draft EIR.” Therefore, the County has had this draft EIR prepared to evaluate the potentially significant adverse environmental impacts of the proposed project.

Notice of Preparation

Based upon the decision to prepare an EIR and in accordance with section 15082 of the CEQA Guidelines, the County prepared and distributed a notice of preparation of an EIR on January 7, 2013. CEQA Guidelines section 15375 defines a notice of preparation as:

> …a brief notice sent by the lead agency to notify the responsible agencies, trustee agencies, and involved federal agencies that the lead agency plans to prepare an EIR for the project. The purpose of the notice is to solicit guidance from those agencies as to the scope and content of the environmental information to be included in the EIR.

The notice of preparation and a copy of the initial study were distributed to state and local agencies, as well as other parties who may be interested, to solicit comments on the proposed project for a 30-day review period (from January 7, 2013 to February 6, 2013). Written responses to the notice of preparation and initial study were received from the following agencies:

- California Office of Planning & Research, State Clearinghouse (January 4, 2013);
- Department of Forestry and Fire Protection Office of the State Fire Marshal (January 7, 2013);
- Monterey County Department of Health (January 24, 2013);
- City of Salinas Public Works Department (January 24, 2013); and
- City of Salinas Community and Economic Development Department (February 5, 2013).

The initial study and the notice of preparation and responses are included in Appendix A.

Draft EIR

This DEIR contains a description of the project, description of the environmental setting, identification of project impacts, and mitigation measures for impacts found to be significant, as well as an analysis of project alternatives. This DEIR will be circulated for public review and comment for a minimum of 45 days and not more than 60 days.

Final EIR

Following the public review and comment period for the DEIR, a Final EIR (FEIR) will be prepared. The FEIR will respond to comments received by the County on the DEIR. Written responses to comments will be sent to those public agencies that provided comments on the DEIR during the public review period.

State law requires that a public agency adopt a monitoring program for mitigation measures that have been incorporated into the approved project to reduce or avoid significant effects on the environment. The mitigation monitoring and reporting program, as required by Section 15097 of the CEQA Guidelines, describes how each of the mitigation measures will be implemented and provides a mechanism for monitoring and/or reporting on their implementation. The purpose of the mitigation monitoring and reporting program is to ensure compliance with environmental mitigation during project implementation and operation. A mitigation monitoring and reporting program will be included in the FEIR.

Certification of the EIR and Consideration of the Proposed Project

The County, as lead agency, will review and consider the FEIR. If the County finds that the FEIR was completed in compliance with CEQA and reflects the County's independent judgment and analysis, the County will certify the FEIR. Following certification of the FEIR, the County of Monterey Board of Supervisors will consider approval of the proposed project.

Public Comment Process

A public notice of the availability of the DEIR for public review has been prepared in accordance with CEQA Guidelines Section 15087(a). This DEIR will be distributed to responsible and trustee agencies, other affected agencies, surrounding cities, and interested parties, as well as all parties requesting a copy of the DEIR in accordance with Public Resources Code Section 21092(b).

Instructions for Submitting Comments by Mail

All written comments on the DEIR should be addressed to:

County of Monterey Resource Management Agency
Department of Public Works
Attn: Paul H. Greenway, Assistant Director of Public Works
168 West Alisal, 2nd Floor
Salinas, CA 93901

Written public comments may be submitted to the County at any time during the public review and comment period for the EIR.

Instructions for Submitting Comments by Email

The County also accepts comments via e-mail or facsimile but requests that you follow these instructions to ensure that your comments are received. To submit your comments by e-mail, please send a complete document including all attachments to:

ceqacomments@co.monterey.ca.us.

An e-mailed document should contain the name of the person or entity submitting the comments and contact information such as phone number, mailing address and/or e-mail address and include any and all attachments referenced in the e-mail. To ensure a complete and accurate record, we request that you also provide a follow-up hard copy to the name and address listed above. If you do not wish to send a follow-up hard copy, then please send a second e-mail requesting confirmation of receipt of comments with enough information to confirm that the entire document was received. If you do not receive e-mail confirmation of receipt of comments, then please submit a hard copy of your comments to ensure inclusion in the environmental record or contact the County to ensure the County has received your comments.

Instructions for Faxing Comments

Facsimile (fax) copies will be accepted with a cover page describing the extent (e.g. number of pages) being transmitted. A faxed document must contain a signature and all attachments referenced therein. Faxed documents should be sent to the contact noted above at (831) 757-9516. To ensure a complete and accurate record, we request that you also provide a follow-up hard copy to the name and address listed above. If you do not wish to send a follow-up hard copy, then please contact the County to confirm that the entire document was received.

1.3 ORGANIZATION AND SCOPE OF THE EIR

Report Organization

This EIR consists of the following sections:

Executive Summary

This section contains a brief summary of the proposed project, each significant effect with proposed mitigation measures, alternatives evaluated in the EIR, areas of controversy known to the County, and issues to be resolved including the choice among alternatives.

Section 1.0 Introduction

This section provides basic information on EIRs, CEQA, the determination to prepare an EIR, the intended uses of the EIR, and the scope of environmental analysis.

Section 2.0 Project Description

This section includes the project location, the County's statement of objectives for the proposed project, and a description of the proposed project in sufficient detail to evaluate its environmental effects.

Section 3.0 Environmental Setting, Impacts, and Mitigation Measures

This section presents the setting as applicable to each environmental issue area addressed, analysis of the environmental effects of the proposed project, and mitigation measures to avoid or reduce environmental effects.

Section 4.0 Cumulative Impacts

This section identifies the cumulative project scenario, identifies and analyzes the proposed project's contribution to environmental effects when combined with the effects of cumulative projects, and identifies mitigation measures to avoid or reduce any significant environmental effects.

Section 5.0 Other CEQA Topics

Section 5.0 contains a discussion of growth inducing impacts, significant irreversible environmental changes, and significant unavoidable adverse environmental impacts.

Section 6.0 Alternatives

This section of the EIR presents the environmental effects of variations of the proposed project or alternatives to the proposed project.

Section 7.0 Documentation

This section provides a bibliography of sources referenced in the EIR, and locations where they can be obtained or viewed, a list of persons contacted, and a list of report preparers.

Appendices

Appendices, as indicated throughout this EIR, are included.

Scope of Analysis

The Environmental Setting, Impacts, and Mitigation Measures section of the EIR evaluates the potential environmental effects of the proposed project. In accordance with CEQA Guidelines appendix G, and the initial study prepared for the proposed project included in Appendix A, this EIR focuses on the following environmental issues: Air Quality, Biological Resources, Cultural Resources, Geology and Soils, Greenhouse Gas Emissions, Hydrology and Water Quality, Noise, Transportation and Traffic, and Utilities and Service Systems, as well as Cumulative Impacts and Alternatives.

As identified in the initial study prepared for the proposed project, the proposed project would have no environmental effect, or less than significant environmental effects, in the areas of Aesthetics, Agriculture, Hazards/Hazardous Materials, Land Use/Planning, Mineral Resources, Population/Housing, Public Services, and Recreation and therefore, are not analyzed further in this EIR, as directed by CEQA Guidelines section 15063 (c) (3). This section of the guidelines states that one of the purposes of an EIR is to "assist in preparation of an EIR, if one is required, by (a) focusing the EIR on the effects determined to be significant; (b) identifying the effects determined not to be significant; (c) explaining the reasons for determining that potentially significant effects would not be significant; and (d) identifying whether a program EIR, tiering, or another appropriate process can be used for analysis of the project's environmental effects."

1.4 TERMINOLOGY AND ACRONYMS USED IN THE EIR

Characterization of Impacts

This EIR uses the following terminology to denote the significance of environmental impacts:

- "No impact" means that no change from existing conditions would occur;
- A "less than significant impact" would cause no substantial adverse change in the physical environment, and no mitigation is recommended;
- A "significant impact" or "potentially significant impact" would cause, or would potentially cause, a substantial adverse change in the physical environment, and mitigation is required;
- A "less than significant impact with implementation of mitigation measures" means that the impact would cause no substantial adverse change in the physical environment if identified mitigation measures are implemented;

- A "significant and unavoidable impact" would cause a substantial change in the physical environment and cannot be avoided if the project is implemented; mitigation may be recommended, but will not reduce the impact to less than significant levels; and
- A "beneficial impact" is an impact that would result in a decrease in existing adverse conditions in the physical environment if the project is implemented.

Acronyms

AB 32	Assembly Bill 32 – Global Warming Solutions Act
CALGreen	California Green Building Standards Code
CARB	California Air Resources Board
CDFW	California Department of Fish and Wildlife
CEQA	California Environmental Quality Act
CNDDB	California Natural Diversity Database
CNPS	California Native Plant Society
EIR	Environmental Impact Report
EPA	Environmental Protection Agency
GHG	Greenhouse Gas
MBTA	Migratory Bird Treaty Act
NPDES	National Pollutant Discharge Elimination System
RWQCB	Regional Water Quality Control Board
SB	Senate Bill
SWPPP	Storm Water Pollution Prevention Plan
USACE	U.S. Army Corps of Engineers
USFWS	U.S Fish and Wildlife Service
USGS	U.S. Geological Survey

2.0
PROJECT DESCRIPTION

2.1 PROJECT LOCATION AND SETTING

Project Site Location

The project site is located at the Monterey County Adult Detention Facility ("detention facility") at 1410 Natividad Road in the City of Salinas ("City"). The detention facility property is approximately 18.7 acres and is part of a larger 111.5-acre County of Monterey complex; of which, approximately 2.6 acres of the property would be disturbed due to the proposed project. Access to the existing detention facility is provided from the west by Natividad Road at its intersection with Chaparral Street, and from the east by Constitution Boulevard at the County facility driveway. Figure 1, Location Map, presents the location of the detention facility (hereinafter "project site") within the context of the California Central Coast and within the context of the City of Salinas.

Existing Physical Conditions and Facility Operations

Physical Conditions

The proposed project is located in a relatively flat, urbanized area of the City of Salinas within the Salinas Valley. The proposed project site elevations range from approximately 64 to 70 feet above sea level, gently sloping downward from east to west.

Figure 2, Aerial Photograph and Surrounding Land Uses, presents an aerial photograph of the project site and surrounding uses. Surrounding land uses within the County of Monterey complex include Juvenile Hall, the Probation Department, a Public Safety Building, and the Adult Rehabilitation Center to the north and west; Natividad Medical Center to the south; and an 18.75-acre generally vacant parcel to the east. The 111.5-acre county complex is surrounded by a

residential neighborhood to the north, East Laurel Drive and agricultural land (Carr Lake) to the south, Constitution Boulevard and the City of Salinas Soccer Fields to the east, and Natividad Road and a residential neighborhood to the west. Other notable features, landmarks, and land uses in the general vicinity include Gabilan Creek approximately ¼ mile to the east; the County's Laurel Yard Maintenance Facility, the Vietnam Memorial, and Veteran's Park about ¼ to ½ mile to the east; and the Salinas Sports Complex about ¾ of a mile to the southwest.

The detention facility was built in 1972 and consists of a two-story winged, modular structure. The facility has approximately 198,880 gross square feet (gsf) total structure space. The building footprint is approximately 177,150 gsf and building height is 30 feet. There is approximately 100,000 gsf of paved and striped parking area around the detention facility and approximately 37,000 gsf of grassy area and/or landscaping.

Figure 3, Project Site Photos, presents existing conditions on, and adjacent to, the project site. As can be seen in the aerial photograph and site photographs, the property consists of buildings, internal circulation roadways, parking, and landscaping. A cell tower is also located on the property on the western edge of the parcel adjacent to the roadway access to facility parking.

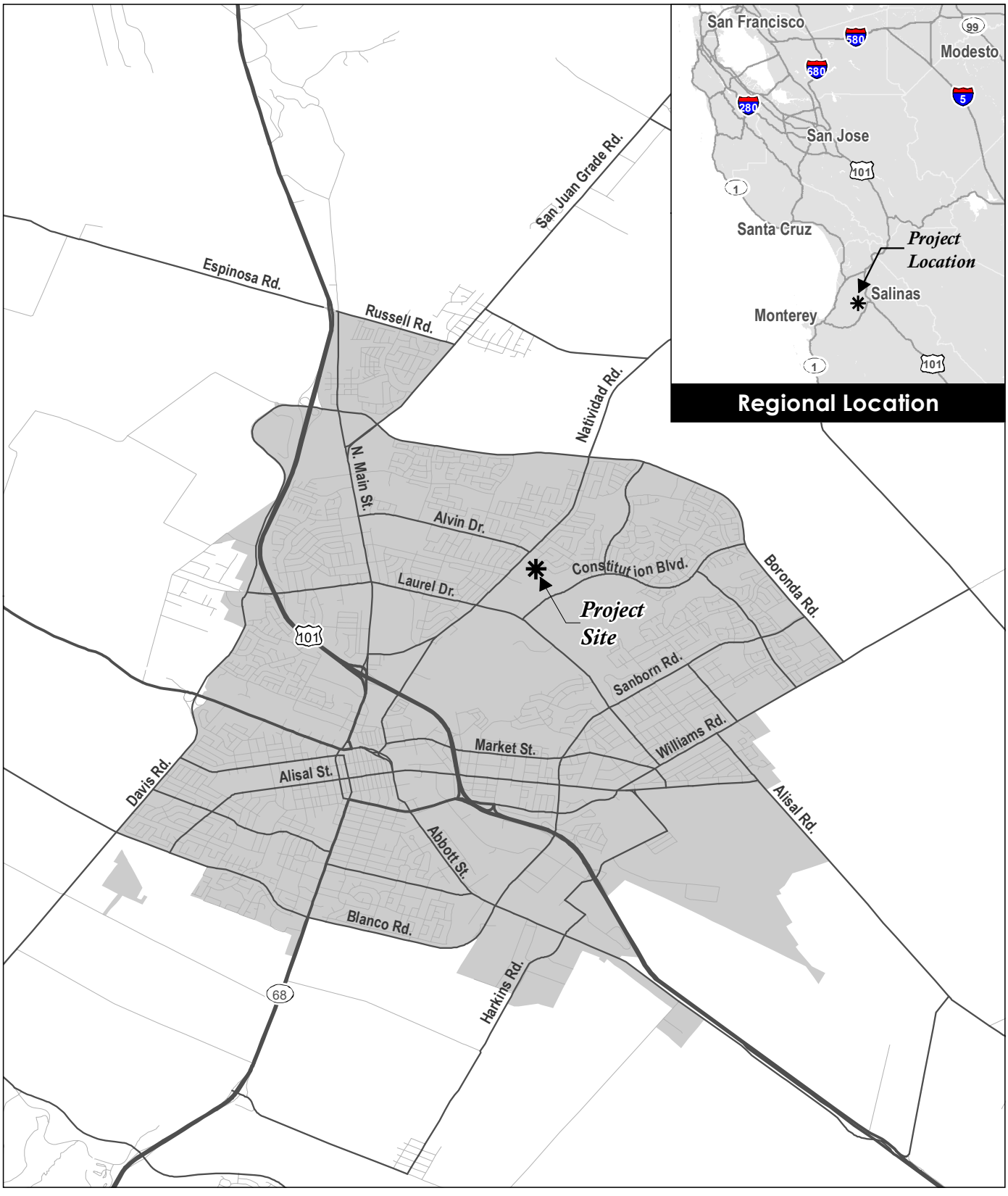
Facility Operations

The current rated bed capacity at the existing facility totals 825. However, the existing detention facility inmate population fluctuates daily. For example, between January and May 2013, inmate population ranged from 1,093 to 1,144 (John Guertin, email to Arthur Lytle, October 23, 2013). The Sheriff's Department has managed excess inmate population with modified release and split sentencing processes and has transferred inmates to another detention facility outside the County of Monterey. For the purposes of the EIR analysis, the existing inmate population baseline is the average monthly inmate population (January through May 2013) of 1,125.

The detention facility currently employs 97 employees throughout a 24-hour period, which includes sworn custody staff who work in 12-hour shifts and civilian staff who work in eight-hour shifts. Inmate behavior dictates visitation privileges. There are 27 visitor parking spaces and a visitation schedule dictates who visits and when (James Bass, meeting with Arthur Lytle, July 23, 2013).

Existing Land Use and Zoning Designations

The County's existing detention facility property is located on three parcels totaling approximately 18.7 acres (Assessor's Parcel Number 003-851-035-000, 003-851-033-000, and 003-851-034-000). The proposed project would be constructed on Assessor's Parcel Number 003-851-034-000, which is approximately 2.6 acres. All three properties are owned by the County and located within the City of Salinas. The three properties are designated by the *City of Salinas General Plan* (City of Salinas 2002) as Public/Semipublic and are zoned by the City as Public/Semipublic (PS).



Source: ESRI StreetMap North America 2012

Figure 1

Site Location

Monterey County Jail Housing Addition EIR

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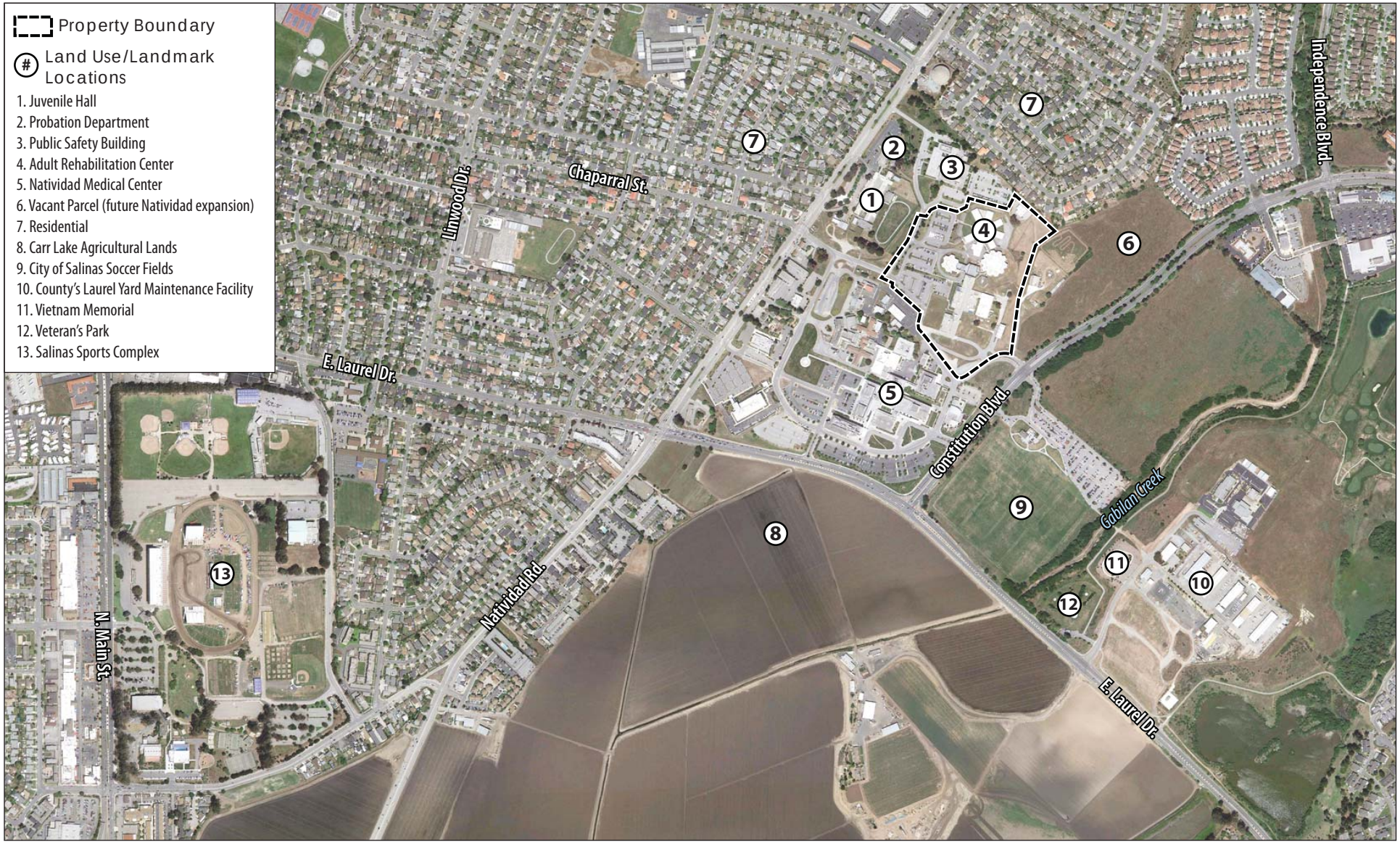

Source: Google Earth 2012

Figure 2
Aerial Photograph and Surrounding Land Uses

Monterey County Jail Housing Addition EIR

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1 Existing parking lot where housing addition is proposed (facing north)

2 Parking lot where housing addition is proposed (facing east)

3 Parking lot where housing addition is proposed (facing east)

Property Boundary

4 Trees west of property site (facing west)

5 Looking northeast

6 Facing north towards site of proposed administrative building.

Source: Google Earth 2012

Figure 3

Project Site Photos

Monterey County Jail Housing Addition EIR

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2.2 PROJECT BACKGROUND

Purpose and Need

According to California Department of Corrections and Rehabilitation (http://www.cdcr.ca.gov/realignment/), in 2011 Governor Edmund G. Brown Jr. signed Assembly Bill (AB) 109 and AB 117, legislation that has helped enable California to close the revolving door of low-level inmates cycling in and out of state prisons. It is the cornerstone of California's solution for reducing the number of inmates in the state's 33 prisons to 137.5 percent of design capacity by June 27, 2013, as ordered by the Three-Judge Court and affirmed by the U.S. Supreme Court. All provisions of AB 109 and AB 117 are prospective, and implementation of the 2011 Realignment Legislation began October 1, 2011. The Realignment Legislation restricted the types of crimes the state prison system would accept from the counties and requires counties to house inmates convicted of lower level crimes. This requires the counties to house inmates sentenced to longer than 365 days.

In November 2012, California voters approved Proposition 30, which created a constitutional amendment that protected ongoing funding to the counties for realignment. The amendment prohibits the California State Legislature from reducing or removing funding to the counties.

> For too long, the state's prison system has been a revolving door for lower-level offenders and parole violators who are released within months - often before they are even transferred out of a reception center. Cycling these offenders through state prisons wastes money, aggravates crowded conditions, thwarts rehabilitation, and impedes local law enforcement supervision (Governor Edmund G. Brown, Jr., Governor's Press Release, April 5, 2011).

The 2011 Realignment is funded with a dedicated portion of state sales tax revenue and Vehicle License Fees outlined in trailer bills AB 118 and SB 89. The latter provided revenue to counties for local public safety programs and the former established the Local Revenue Fund for counties to receive the revenues and appropriate funding for 2011 Public Safety Realignment.

Funding

The proposed project includes the addition of 576 new beds and facility support spaces. The County has received approval for $80,000,000 in state funds and will be providing $8,900,000 in matching funds to construct the proposed project. The project includes the construction of a 576 bed expansion at the existing detention facility. The expansion will be a Type II facility (i.e. a local detention facility used for the detention of persons pending arraignment, during trial and upon

sentence of commitment as defined in Title 24 of the California Code of Regulations). The project will assist the Monterey County Sheriff with accommodating the inmates that will be held at the county level as a result of AB 109. Public safety will be enhanced.

2.3 PROJECT OBJECTIVES

In accordance with CEQA, a statement of objectives sought by the proposed project should be clearly stated to aid the lead agency in developing a reasonable range of alternatives to evaluate in the EIR. These objectives are also utilized to aid decision makers in preparation of findings or statement of overriding considerations (Title 14 CCR § 15124 (b)). The following objectives outline the underlying purpose of the proposed project. The objectives of the proposed project are to:

- Improve officer, staff, public and inmate safety;
- Relieve the present high occupancy count;
- Utilize funds granted to the County towards the needs identified in the Jail Needs Assessment (December 2011) to construct additional facilities to accommodate 576 beds;
- Provide separation by classification (assessment and assignment based on current charges, past criminal history, escapes, behavior, and special needs);
- Provide additional job training and other rehabilitation focused programs;
- Reduce recidivism;
- Improve officer recruiting and retention;
- Be a new generation, direct visual supervision, podular, adult detention facility expansion that meets all of the requirements of Title 24 of the California Code of Regulations;
- Provide a safe and secure environment for staff, visitors, volunteers and inmates with a well-defined secure perimeter that includes pedestrian and vehicular sally ports;
- Include staff efficient, unit control stations that provide visual supervision of the housing sectors and recreation areas as well as other secure areas;
- Consist of housing units with the flexibility to meet a wide variety of varying classification needs (e.g. female housing units, units of varying security levels, etc.);
- Provide spaces for a wide variety of programs to reduce recidivism and thus reduce county, state and federal criminal justice system costs;

- Provide a professional work environment and adequate space for custody staff, teachers, medical and mental health professionals, other professionals providing services and volunteers;
- Be cost efficient to build and operate;
- Maximize or leverage the services provided by the existing jail facility;
- Use available contiguous land on the campus;
- Take advantage of available existing state funding by providing an available, County-owned site free and clear of encumbrances;
- Be energy efficient and environmentally-friendly to reduce operating costs;
- Be staff efficient to preserve scarce county resources;
- Meet the requirements of the Americans with Disabilities Act;
- Provide adequate, easily supervised adult exercise and recreation spaces (including those required for large muscle group activities) to reduce tension and contribute to the success of programs;
- Include adequate storage as required by Title 24 (storage also often is undersized in detention facilities); and
- Provide secure spaces for contact, non-contact and possibly video visiting.

2.4 PROJECT CHARACTERISTICS

The County has obtained a conditional funding award, which will involve new building construction and expansion of the existing Monterey County Adult Detention Facility to accommodate 576 additional beds and associated program space for inmates who are currently housed in the existing detention facility.

This project will increase the design (rated) bed capacity from 825 to 1,401 beds giving the Sheriff's Department the ability to better manage their current inmate population and will help stabilize the inmate population and support safe and effective management at the design bed capacity. As inmate populations fluctuate daily, the Sheriff's Department will continue to manage their inmate population at the design bed capacity of 1,401 with the use of modified release and split sentencing processes, or other options based on the inmate's offense and classification.

Table 1 Rated Beds and Inmate Population

Time Period	Rated Beds	Inmate Population
Existing	825	1,125
Proposed Addition	576	276
Total	**1,401**	**1,401**

Source: Arthur Lytle, Senior Project Manager, email message, March 31, 2014

Notes: For the purposes of this analysis, the existing inmate population baseline is the 2013 average monthly inmate population of 1,125 based on counts provided by John Guertin, Executive Director Monterey County Sheriff's Department.

The project includes a total of 134,370 gross square feet (gsf) of new building construction. All areas of the new jail housing addition will be Americans with Disability Act (ADA) accessible. The proposed project components are detailed below.

Physical Project Characteristics

Housing

A building designed to accommodate 576 new beds will be constructed to meet immediate housing and classification needs. Housing areas will be designed to maximize staffing efficiency. The allocation of new beds is summarized in Table 2, New Construction - Bed Allocation, presented below.

Table 2 New Construction - Bed Allocation

Cell Type	Number of Cells	Number of Beds
Single	12	12
Double	282	564
Total	**294**	**576**

Source: *CSA 2011 Local Jail Construction Financing Program: AB900 Phase II Application Form for Monterey County Jail Addition*, Section 4: Narrative Scope of Work and Project Impact, Table 8, January 2012

Single occupancy cells will be provided for maximum security, disciplinary segregation, administrative segregation, and protective custody inmates will be added to the system. Stainless steel combination fixtures will be used. All cell doors will be hung doors constructed of steel. One bed, toilet, washbasin and a desk will be wall mounted.

Double occupancy cells will be provided for medium-security inmates. Stainless steel combination fixtures will be used. All cell doors will be hung doors constructed of steel. Two beds, one toilet, one washbasin and two desks will be mounted. The proposed project will provide the code-required cells that meet ADA criteria.

Dayrooms

Dayrooms will be provided at the rate of a minimum of 35 square feet per inmate and will contain anchored tables and seating to accommodate the maximum number of inmates allowed access to the dayroom at any given time in each housing unit. Access will be provided to toilets, washbasins, drinking fountains, and showers from the dayroom. Dining will occur in the dayroom of each housing unit. The dayroom and seating areas shall be fully ADA accessible.

Program Space

Program rooms will be provided at each housing unit. Activities that will occur in these spaces include adult education, religious services and counseling, Alcoholics Anonymous and Narcotics Anonymous classes, group counseling, mental health evaluations, and classes along with other programs to reduce recidivism.

Outdoor Exercise

An enclosed, secure outdoor exercise area will be attached to each new housing unit. This area will be observable from within the housing unit and from central control. The area will have a clear height of at least 15 feet and will be covered with high security mesh to prevent escape. Access will be provided to a toilet, washbasin, and drinking fountain. Special care will be taken to eliminate opportunities for escape and the introduction of contraband. All exercise areas will be observed by housing unit control. Recreation areas will accommodate inmates with disabilities.

Confidential Interview Rooms

Confidential interview rooms will be provided near the new housing areas. The interview rooms will be used by custody, mental health and health care staff, as well as religious advisors. The interview rooms will be accessible to male and female inmates and they will not be monitored by audio.

Central Control

A new central control room will monitor and operate all security perimeter penetrations. Closed circuit television (CCTV) will be used to provide visual control and to assist in the control of the perimeter penetrations.

Unit Control

New unit control stations capable of visually controlling a housing unit will be located between housing unit sector. Additionally unit control will monitor each new and existing housing unit. Central control will have visual supervision of the housing units, the attached outdoor exercise areas and the program spaces.

Staff Stations

A draft staffing plan will be prepared before the housing units are designed. Care will be taken during the design to be certain that the facility does not generate additional staff positions not required by "best practices." All staff stations will be ergonomically designed.

Storage

Inmate property storage will be provided as required by Title 15 and Title 24 California Building Standards Code. Additionally, storage areas will be provided in the new housing units.

Food Service

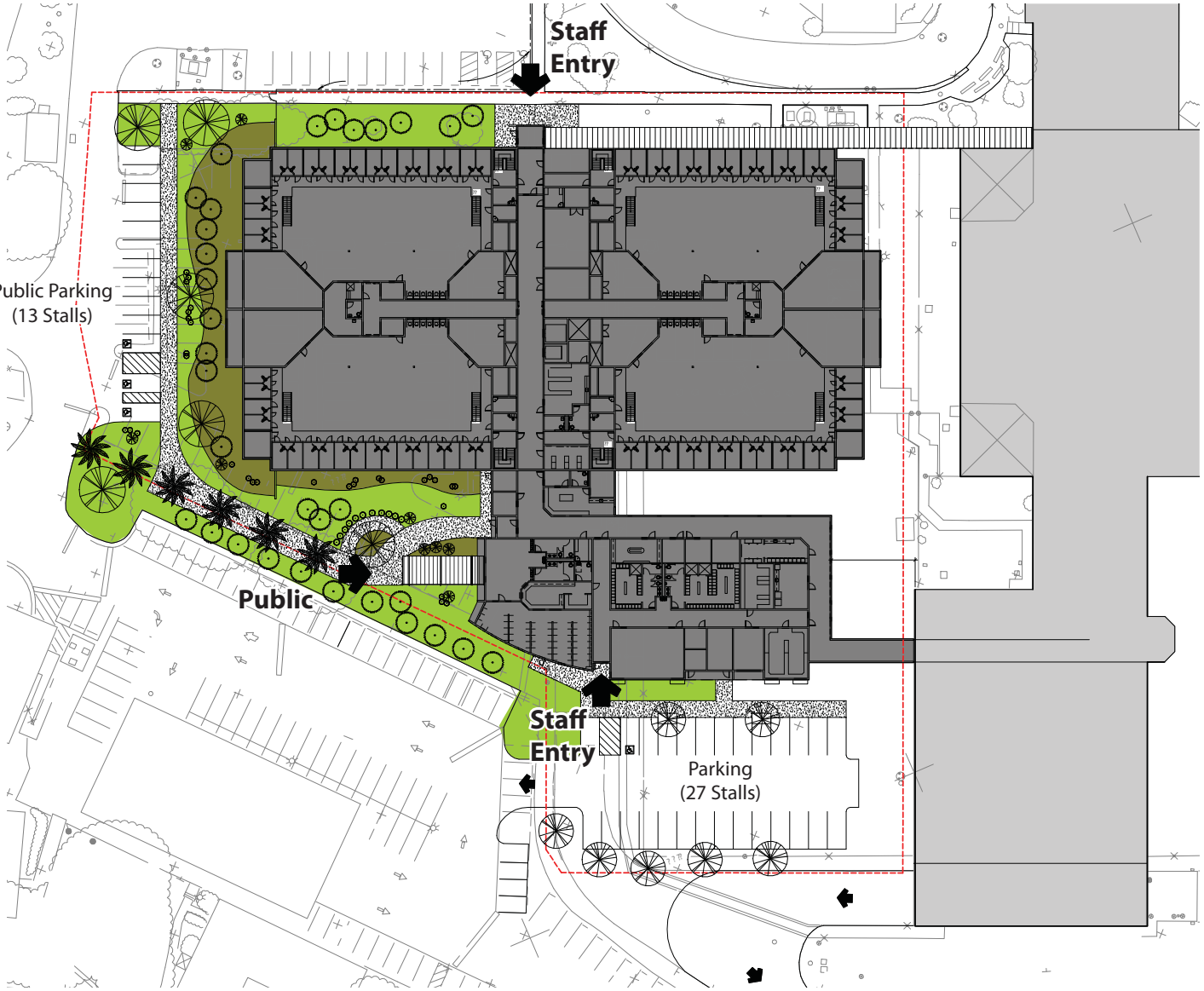
The existing food service operation has adequate capacity to accommodate the proposed project.

Project Design

The proposed project will be constructed in one phase. The new construction was designed to provide modern housing facilities for 1,125 inmates currently housed in the existing detention facility, and provide housing for an additional 276 inmates. The expansion is to be constructed at the southwest corner of the existing detention facility property and will consist of two adjacent buildings. The main building is a 50-foot tall, stacked structure with housing units that have cells on the main floor and on a tier level. Additional program and support areas are on the main floor. A second smaller, single-level building located south of the main structure will be designated for administrative purposes. The two buildings will be connected via a secured corridor to an existing sallyport within the existing jail.

The project will be located on a portion of the existing staff parking lot and a fenced grassy area. No existing structures are proposed for demolition. Total program area of the new buildings is 134,370 gsf. The building footprint is 57,000 gsf. The proposed detention facility housing addition is shown as Figure 4, Site Plan. An aerial view of the proposed building footprint is shown as Figure 5, Site Plan – Aerial View.

Operations will require 87 sworn officers, 31 professionals, and 11 swing-shift employees for a total of 129 employees over a 24-hour period. This is 32 employees over current staffing levels.



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Source: Lionakis 2014

Figure 4
Site Plan

E M C

Monterey County Jail Housing Addition EIR

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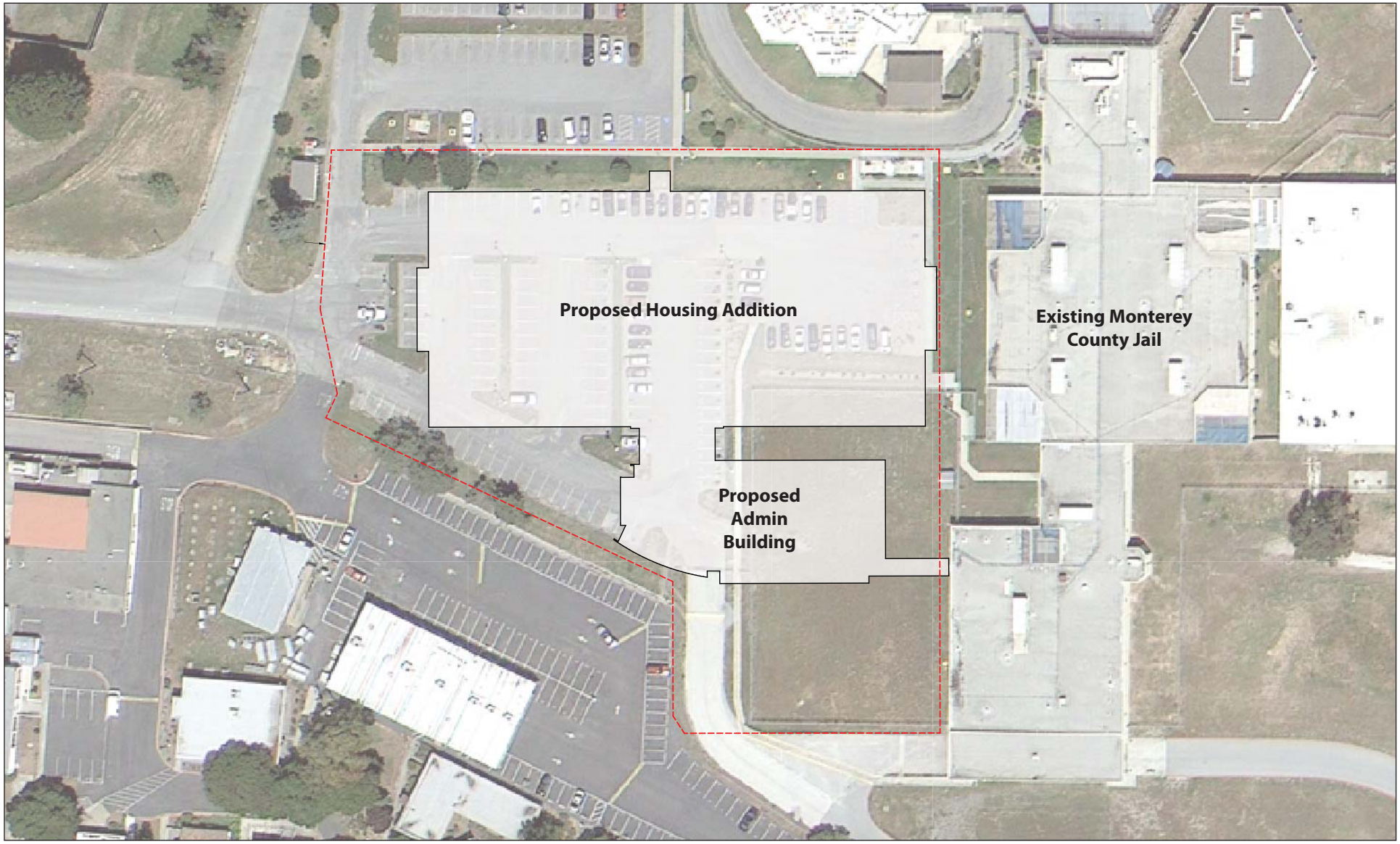

0 90 feet

Parcel Line (APN #003-851-034-000)

Source: Lionakis 2014, Google Earth 2012

Figure 5

Site Plan - Aerial View

Monterey County Jail Housing Addition EIR

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Parking

Parking for the existing detention facility is currently provided in three parking lots located on the west side of the facility as shown on Figure 6, Existing Parking. The existing parking lot layout provides 184 parking spaces. In the north parking lot, there are 56 marked spaces plus 10 double spaces for oversize vehicles (i.e., transport buses and vans). The transportation fleet for the detention facility consists of buses and vans and these vehicles park in the double spaces. Counting the double spaces as two spaces, there are 76 marked spaces in the northern parking lot (Lot C). The middle parking lot (Lot B) is striped with 59 spaces. The south lot (Lot A) contains 143 parking spaces. However, 78 of the 143 parking spaces are marked for Natividad Medical Center use, 16 of the spaces are marked for County vehicle parking, which leaves 49 spaces for the detention facility. The existing parking spaces are adequate for the existing facility as well as the proposed project.

Visitation

The existing adult detention facility currently receives about 50 visitors per day. Implementation of the proposed project is expected to result in an additional 12 visitors per day.

The proposed project includes a video-conferencing system in the new facilities. However, only the on-site video-conferencing system is currently funded. No details are currently available about the off-site video conferencing facilities, where they would be located and when they will be funded. Therefore, for purposes of this EIR, it is assumed that in-person visitation will continue for new inmates at the detention facility.

Operational Summary

Table 3, Contrast Pre-Project Conditions with Post-Project Conditions, below summarizes the proposed operational changes of the proposed project.

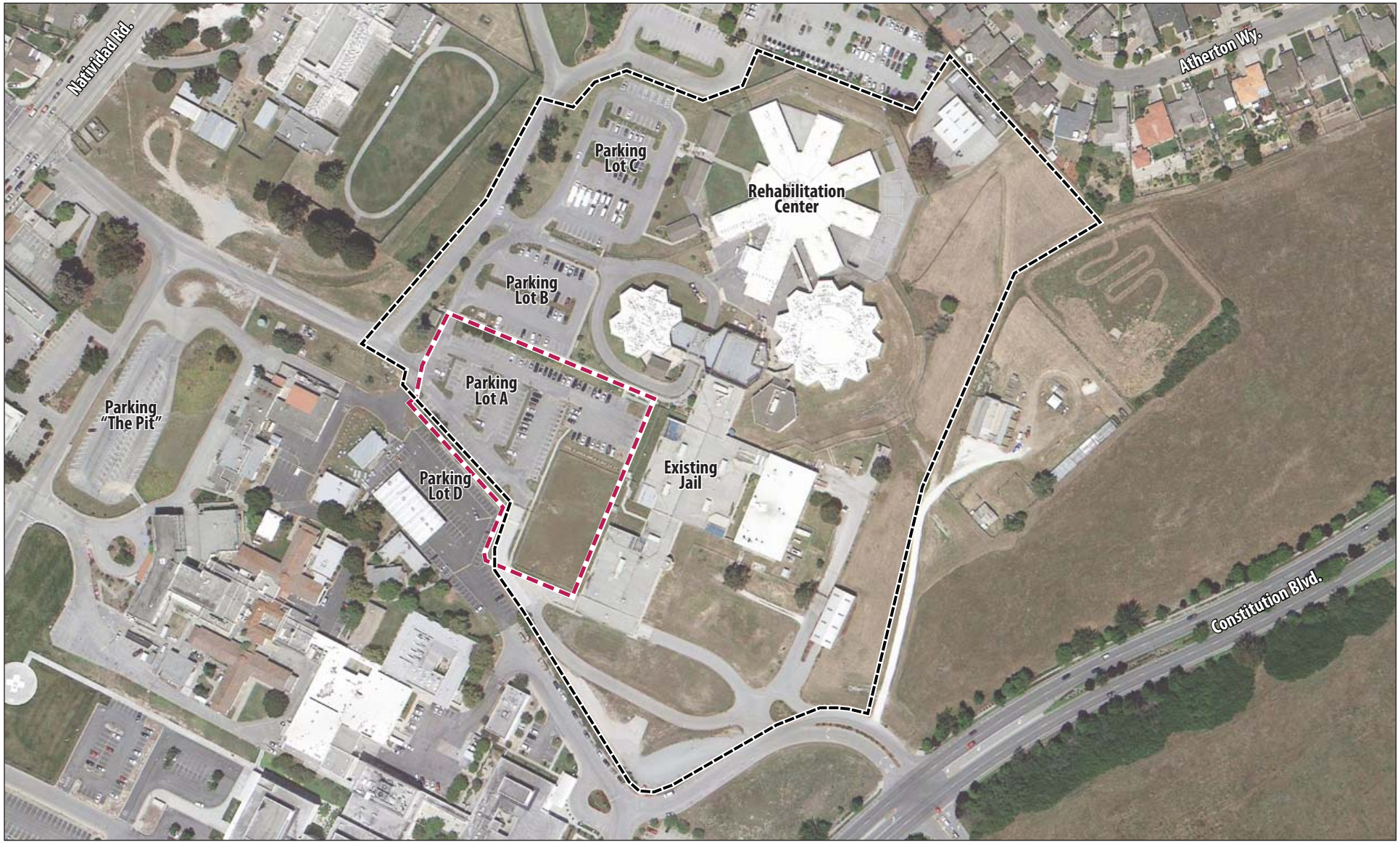
2.5 EIR USES AND APPROVALS

As mandated by CEQA Guidelines section 15124(d), this section contains a list of agencies that are expected to use the EIR in their decision making, and a list of the approvals for which the EIR will be used. These lists include information that is known to the lead agency.

Table 3 Contrast Pre-Project Conditions with Post-Project Conditions

Conditions Prior to Construction	Post-Project Conditions
Insufficient rated beds for the average daily population.	New beds will relieve the present high occupancy count.
Influx of AB 109 inmates.	New beds accompanied by appropriate alternatives to detention will help accommodate the new influx of AB 109 inmates.
Currently 75 percent of beds are in dorms, while 80 percent of inmates are felons.	282 double-occupancy cells and 12 single-occupancy cells will be provided.
Classification cannot be effective because of a lack of single and double cells.	Single and double cells will allow for appropriate classification (separation and segregation).
The existing design is inefficient from a staffing perspective.	An initial staffing plan will assure that the new housing units are staff efficient.
The age of the existing construction makes it expensive to operate and maintain.	New construction will be durable, secure and easily maintained. Close attention will be paid to life cycle costs.
The labyrinth-like manner of the additions has created security and evacuation issues.	The new housing units will be open, allowing direct visual supervision. Ingress and egress routes will be planned carefully.
Lack of program space.	Adequate program space will be provided.
Difficulties in recruiting deputies and staff to work in the jail.	The new construction will provide a professional environment in which to work.
Parts of the jail are compliant because these areas are "grandfathered" under earlier Title 24 regulations.	The new design will meet or exceed all Title 24 regulations.
Lack of adequate unit control stations for housing areas.	Unit control stations will have direct visual supervision of all housing areas.

Source: *CSA 2011 Local Jail Construction Financing Program: AB900 Phase II Application Form for Monterey County Jail Addition*, Section 4: Narrative Scope of Work and Project Impact, Table 9, January 2012



Source: Google Earth 2012

Figure 6
Existing Parking

Monterey County Jail Housing Addition EIR

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This EIR will be used to inform public decision makers, their constituents, and the general public of the environmental impacts of the proposed project. Agencies that are expected to use this EIR in their decision-making and approval process include the County of Monterey Board of Supervisors, who will commit a site through a ground lease and construction agreements with the California Board of State and Community Corrections and Department of Corrections and Rehabilitation for the construction and operation of the project. The California Public Works Board and California State Fire Marshal will review the design and construction of the project. The State of California (State) will fund this project with the sale of Lease-Revenue bonds and the County property and the new construction shall be the collateral for the bond sale. The County will enter into a contract with the State to construct the proposed project, a consent to Ground Lease/Right to Entry between the County and State is recorded and the foundation for the lease revenue financing arrangement.

Local Agencies

County of Monterey (Lead Agency): The project requires approval by the Monterey County Board of Supervisors to submit the project to the following agencies for various approvals during the life of the project:

- California Board of State and Community Corrections;
- California Department of Corrections and Rehabilitation;
- California State Public Works Board;
- California State Fire Marshal; and
- City of Salinas Fire Department.

2.6 CONSISTENCY WITH LOCAL AND REGIONAL PLANS

Even though the County of Monterey is not required to permit County-owned building projects, this proposed project will be submitted for permit review through the County Building Department and inspections during construction shall be by the County Inspectors. Additional inspections for life safety and fire shall be provided by the State Fire Marshal and City of Salinas Fire Department. Documents will be submitted to the City of Salinas Building Department for information only.

CEQA Guidelines section 15125(d), Environmental Setting, states that an EIR shall discuss any inconsistencies between the proposed project and applicable general plans and regional plans. This section includes a discussion of the proposed project's consistency (or inconsistency) with the following plans, as applicable:

- *2010 Monterey County General Plan* (Monterey County 2010);
- *City of Salinas General Plan* (City of Salinas 2002);
- *Regional Water Quality Control Board Water Quality Control Plan* (Regional Water Quality Control Board 2011);
- *Triennial Plan Revision 2009 – 2012* (Monterey Bay Unified Air Pollution Control District 2013); and
- *2010 Monterey County Regional Transportation Plan* (Transportation Agency for Monterey County 2010).

The County of Monterey and the City of Salinas have entered into multiple Memorandums of Understanding (MOU) over the past 20 years. The intent has been to memorialize how the agencies will address land use matters in the Greater Salinas area and to mitigate impacts of development within the jurisdictions. Although there is no MOU specifically regarding this project, the County intends to adhere to the spirit of cooperation and work with the City to address land use matters to the satisfaction of both agencies.

Monterey County General Plan and Development Regulations

The *2010 Monterey County General Plan* (Monterey County 2010) is a comprehensive, long-term plan for the physical development of the non-coastal unincorporated areas of Monterey County. The general plan has been called the local land use "constitution" and Monterey County's general plan expresses the community's development goals and embodies public policy relative to the distribution of future land uses, both public and private.

The proposed project is on County-owned property, located within the City of Salinas that is currently used to support government services. Consequently, to the extent the *2010 Monterey County General Plan* contains policies relative to County-owned property and County projects, it is the applicable land use plan for the proposed project. However, there are no Monterey County General Plan policies that explicitly apply to the proposed project.

City of Salinas General Plan and Development Regulations

The *City of Salinas General Plan* was adopted in 2002 and is a "blueprint" for where, how much and the type of growth planned for the future. It is a statement of the community's vision for its long-term physical form and quality of life. It is comprehensive about all things physical and addresses not only land use and development, but also other issues of concern to residents. It contains broad policies and general direction, rather than details or specific procedures.

The City's land use designation for the project site is Public Semipublic and the zoning designation is PS-Public Semipublic. As County-owned property, the project site is generally not subject to the *City of Salinas General Plan* and development regulations even though the site is within the boundaries of the city limits. However, the County is committed to working with the City to avoid inconsistencies with City codes and standards. Additionally, the County will refer the project to the City of Salinas for review and report on conformity with the City's general plan pursuant to Section 65402 of the Government Code.

Regional Water Quality Control Board Water Quality Control Plan for the Central Coast Basin

The objective of the *Water Quality Control Plan for the Central Coastal Basin* (Regional Water Quality Control Board 2011) ("Basin Plan") is to show how the quality of the surface and ground waters in the Central Coast Region should be managed to provide the highest water quality reasonably possible. Water uses and water benefits vary. Water quality is an important factor in determining use and benefit.

The Regional Water Quality Control Board, with certain authority delegated to the County's Environmental Health Bureau, implements the Basin Plan by issuing and enforcing waste discharge requirements to individuals, communities, or businesses whose waste discharges can affect water quality. These requirements can be either State Waste Discharge Requirements for discharges to land, or federally delegated National Pollutant Discharge Elimination System (NPDES) permits for discharges to surface water. Methods of treatment are not specified. When such discharges are managed so that: 1) they meet these requirements; 2) water quality objectives are met; and 3) beneficial uses are protected, water quality is controlled.

The Basin Plan is also implemented by encouraging water users to improve the quality of their water supplies, particularly where the wastewater they discharge is likely to be reused. Public works or other projects which can affect water quality are reviewed and their impacts identified. Proposals that implement or help achieve the goals of the Basin Plan are supported; the Regional Board makes water quality control recommendations for other projects.

The County has consulted with the City of Salinas and contacted the Central Coast Regional Water Quality Control Board regarding Storm Water Development Standards (SWDS) and NPDES standards that are applicable to the proposed project. The agencies agreed that the County SWDS and NPDES requirements should be followed. In consultation with the City of Salinas, it was agreed that the County's water conservation requirements will be followed.

The proposed project was reviewed for inconsistencies with the *Water Quality Control Plan for the Central Coast Basin* (Regional Water Quality Control Board 2011). No inconsistencies were identified. See Section 3.6, Hydrology and Water Quality, for a discussion of the proposed project's

compliance with the Regional Water Quality Control Board requirements. The project contractor will provide the Storm Water Pollution Prevention Plan (SWPPP) documents to the County for review and approval prior to the start of construction.

Monterey Bay Unified Air Pollution Control District Air Quality Management Plan

The Monterey Bay Unified Air Pollution Control District ("Air District") is delegated the responsibility at the local level to implement both federal and state mandates for improving air quality in the air basin through an air quality plan. When thresholds are exceeded at regional monitoring stations on consecutive accounts, an "attainment plan" must be prepared that outlines how an air quality district will achieve compliance. Generally, these plans must provide for district-wide emission reductions of five percent per year averaged over consecutive three-year periods.

The Air District has adopted several plans in an attempt to achieve state and federal air quality standards. As required by the California Clean Air Act, the Air District adopted the *Monterey Bay Unified Air Pollution Control District Air Quality Management Plan* in 1991, and has made several updates in subsequent years, the most recent adopted in April 2013. The current plan, *Triennial Plan Revision 2009 – 2012* (hereinafter "air quality plan") presents measures to control emissions of volatile organic compounds from stationary and mobile sources in order to meet the ozone standard mandated by the California Clean Air Act.

See Section 3.1, Air Quality, of this EIR for a discussion of the proposed project's consistency with this plan.

Monterey County Regional Transportation Plan (2010)

The purpose of the 2010 regional transportation plan is to provide a basis for the planning and programming of local, state, and federal transportation funds to transportation projects in Monterey County for the next twenty-five years according to state and federal requirements. To accomplish this, the regional plan identifies existing and future transportation related needs, considers all modes of travel, and identifies what can be completed with anticipated available funding for projects and programs. The regional plan provides an underlying blueprint for investing in Monterey County's transportation future.

Please see Section 3.8, Transportation and Traffic, of this EIR for a discussion about the regional transportation plan. The proposed project would not be required to pay the Transportation Agency for Monterey County (TAMC) development impact fee since the project site and existing government facilities are owned by Monterey County and are exempt from the fee (Mike Zeller, TAMC Senior Transportation Planner, personal communication, September 11, 2013). However, the County has indicated that it intends to pay the fee.

3.0
ENVIRONMENTAL ANALYSIS, IMPACTS, AND MITIGATION MEASURES

3.1 AIR QUALITY

This section addresses the proposed project's impacts on ambient air quality and the potential for exposure of people to unhealthful pollutant concentrations. Information contained in the air quality plan adopted by the Air District in April 2013, and the *MBUAPCD CEQA Air Quality Guidelines* (Monterey Bay Unified Air Pollution Control District 2008) provide background information for the discussion of existing conditions and the impact analyses.

A comment regarding air pollutant emissions during construction was received from the City of Salinas during the NOP process. The comment letter is included in Appendix A.

Environmental Setting

North Central Coast Air Basin Characteristics and Climate

The project site is located in the inland Monterey Bay region within the North Central Coast Air Basin (hereinafter "air basin"), which includes Monterey, Santa Cruz, and San Benito counties. The air basin lies along the central coast of California covering an area of approximately 5,159 square miles. The air basin is comprised of several interconnected valleys: a portion of the Santa Clara Valley, San Benito Valley, Salinas Valley, and Carmel Valley. The semi-permanent high-pressure cell in the eastern Pacific is the basic controlling factor in the climate of the air basin. In the summer, the high-pressure cell is dominant and causes persistent west and northwest winds over the entire California coast. Air descends in the Pacific Ocean high forming a stable temperature inversion of hot air over a cool coastal layer of air. The onshore air currents pass over cool ocean waters to bring fog and relatively cool air into the coastal valleys, as well as the immediate coastline, where the

project site is located. Warmer air aloft inhibits vertical air movement. The generally northwest-southeast orientation of mountain ridges restricts and channels the summer on-shore air currents. Surface heating in the interior portion of the Salinas and San Benito valleys creates a weak low pressure, which intensifies the on-shore airflow during the afternoon and evening.

In the fall, the surface winds become weak, and the marine layer grows shallow, dissipating altogether on some days. The airflow is occasionally reversed in a weak offshore movement, and the relatively stationary air mass is held in place by the high-pressure cell, which allows pollutants to build up over a period of a few days. It is most often during this season that the north or east winds develop to transport pollutants from either the San Francisco Bay Area or the Central Valley into the air basin.

During the winter, the high-pressure cell migrates southward and has less influence on the air basin. Air frequently flows in a southeasterly direction out of the Salinas and San Benito valleys, especially during night and morning hours. Northwest winds are nevertheless still dominant in winter, but easterly flow is more frequent. The general absence of deep, persistent inversions and the occasional storm systems usually result in good air quality for the basin as a whole in winter and early spring.

Criteria Air Pollutants and their Effects on Human Health

The six most common and widespread air pollutants of concern, or "criteria pollutants," are ground level ozone, nitrogen oxides, particulate matter, carbon monoxide, sulfur oxides and lead. In addition, volatile organic compounds are a key contributor to the criteria pollutants because they react with other substances to form ground level ozone. The common properties, sources, and related health and environmental effects of these pollutants are summarized below in Table 4, Common Air Pollutants.

Table 4 Common Air Pollutants

Pollutant	Properties	Major Sources	Related Health & Environmental Effects
Ozone ()	Created by the chemical reaction between oxides of nitrogen and volatile organic compounds in the presence of heat and sunlight. Ground level ozone is the principal component of smog.	Motor vehicle exhaust; Industrial emissions; Gasoline vapors; and Chemical solvents.	Reduced lung capacity; Irritation of lung airways and inflammation; Aggravated asthma; and Elevated susceptibility to respiratory illnesses (i.e. bronchitis).

Nitrogen Oxides (NOX)	Generic form for a group of highly organic gases, all of which contain nitrogen and oxygen in varying amounts. Many of the nitrogen oxides are odorless and colorless.	Motor vehicles; Electric utilities; and Industrial, commercial, and residential sources that burn fuel.	Toxic to plants; Reduced visibility; and Respiratory irritant.
Volatile Organic Compounds (VOC)	Precursor of ground-level ozone.	Petroleum transfer and storage, Mobile sources; and Organic solvents.	Potential carcinogen (e.g. benzene); and Toxic to plants and animals.
Suspended Particulate Matter (PM10)	Describes particles in the air, including dust, soot, smoke, and liquid droplets. Others are so small that they can only be detected with an electron microscope.	Motor vehicles, Factories, Construction sites, Tilled farm fields, Unpaved roads; and Wood burning.	Aggravated asthma; Increases in respiratory symptoms; Decreased lung function; Premature death; and Reduced visibility.
Carbon Monoxide (CO)	Colorless, odorless gas that is formed when carbon in fuel is not burned completely.	Fuel combustion; Industrial processes; and Highly congested traffic.	Chest pain for those with heart disease; Vision problems; Reduced mental alertness; and Death (at high levels).
Sulfur Oxides (SOX)	Sulfur oxide gases are formed when fuel containing sulfur such as coal and oil is burned and when gasoline is extracted from oil, or metals are extracted from ore.	Electric utilities (especially coal-burning); and Industrial facilities that derive their products from raw materials to produce process heat.	Respiratory illness, particularly in children and the elderly; and Aggravates existing heart and lung diseases.
Lead	Becomes airborne as a component of exhaust following fuel combustion.	Combustion of leaded gasoline.	Organ, brain, nervous system damage; Behavioral disorders, Anemia; and Mental retardation and lowered IQ.

Source: Monterey Bay Unified Air Pollution Control District and U.S. Environmental Protection Agency

Ozone and Related Compounds. Ozone is produced by chemical reactions, which are triggered by sunlight involving nitrogen oxides ( ) and volatile organic compound (VOC). Nitrogen oxides are created during combustion of fuels, while reactive organic gases are emitted during combustion and evaporation of organic solvents. Since ozone is not directly emitted to the atmosphere, but is formed through photochemical reactions, it is considered a secondary pollutant. Ozone is a seasonal problem, occurring roughly from April through October.

Ozone is a strong irritant that attacks the respiratory system, leading to the damage of lung tissue. Asthma, bronchitis, and other respiratory ailments, as well as cardiovascular diseases, are aggravated by exposure to ozone. A healthy person exposed to high concentrations may become nauseated or dizzy, may develop a headache or cough, or may experience a burning sensation in the chest. Research has shown that exposure to ozone damages the alveoli (the individual air sacs in the lung where the exchange of oxygen and carbon dioxide between the air and blood takes place). Research has shown that ozone also damages vegetation.

Volatile Organic Compounds (Ozone Precursor). Volatile organic compounds are emitted from a variety of sources, including liquid and solid fuel combustion, evaporation of organic solvents, and waste disposal.

Nitrogen Oxides (Ozone Precursor). Most nitrogen oxides are created during combustion of fuels. Nitrogen oxides are a major contributor to ozone formation. Nitrogen dioxide ( ) is a reddish-brown gas that can irritate the lungs and can cause breathing difficulties at high concentrations. Like ozone, nitrogen dioxide is not directly emitted, but is formed through a reaction between nitric oxides and atmospheric oxygen. Nitrogen dioxide also contributes to the formation of particulate matter (see discussion below). Nitrogen dioxide concentrations in the air basin have been well below ambient air quality standards; therefore, nitrogen dioxide concentrations from land use projects are not a concern.

Suspended Particulate Matter. is comprised of small, suspended particulate matter, 10 microns or less in diameter. The major components of are dust particles, nitrates, and sulfates. is directly emitted to the atmosphere as a byproduct of fuel combustion, wind erosion of soil and unpaved roads, and from construction or agricultural operations. Small particles are also created in the atmosphere through chemical reactions. Approximately 64 percent of fugitive dust is . Minimal grading typically generates about 10 pounds per day per acre on average while excavation and earthmoving activities typically generate about 38 pounds per day per acre.

Although particles greater than 10 microns in diameter can cause irritation in the nose, throat, and bronchial tubes, natural mechanisms remove much of these particles. Particles less than 10 microns in diameter are able to pass through the body's natural defenses and the mucous membranes of the upper respiratory tract and enter into the lungs. The particles can damage the alveoli. The particles may also carry carcinogens and other toxic compounds, which can adhere to the particle surfaces and enter the lungs.

is the pollutant of greatest concern with respect to construction activities. emissions can result from a variety of construction activities, including excavation, grading, demolition, vehicle travel on paved and unpaved surfaces, and vehicle and equipment exhaust. Construction-related emissions can cause substantial increases in localized concentrations of . Particulate emissions from construction activities can lead to adverse health effects as well as nuisance concerns such as reduced visibility and soiling of exposed surfaces.

Carbon Monoxide. CO is a component of motor vehicle exhaust, which contributes about 56 percent of all CO emissions nationwide. Other non-road engines and vehicles (such as construction equipment and boats) contribute about 22 percent of all CO emissions nationwide. Higher levels of CO generally occur in areas with heavy traffic congestion. In cities, 85 to 95 percent of all CO emissions may come from motor vehicle exhaust. CO can cause harmful health effects by reducing oxygen delivery to the body's organs (like the heart and brain) and tissues. CO contributes to the formation of ground-level ozone.

Emissions thresholds established for carbon monoxide apply to direct or stationary sources. Emissions of CO emitted from traffic generated by the project are first evaluated by assessing the impacts of general development plan-generated traffic on existing and future traffic conditions. Congested intersections with high volumes of traffic could cause CO "hot spots," where localized high concentrations of CO occur.

Sulfur Oxides. gases are formed when fuel containing sulfur, such as coal and oil, is burned, when gasoline is extracted from oil, or metals are extracted from ore. Sulfur oxides dissolve in water vapor to form acid, and interacts with other gases and particles in the air to form sulfates and other products that can be harmful to people and their environment.

Lead. Lead was formerly a major air pollutant of concern. Levels of lead in the air decreased 94 percent between 1980 and 1999, following the removal of lead from gasoline. Today, the highest levels of lead in air are usually found near lead smelters and a few other industrial and utility plants.

Toxic Air Contaminants and their Effects on Human Health

Toxic air contaminants are pollutants that may be expected to result in an increase in mortality or serious illness or may pose a present or potential health hazard. Health effects include cancer, birth defects, neurological damage, damage to the body's natural defense system, and diseases that lead to death. Toxic air contaminants can be classified as either carcinogens or non-carcinogens. The Air District considers an incremental risk of greater than 10 cases per million, over a 70-year exposure period, for the Maximally Exposed Individual to be a significant impact. The ten excess cases per million equates to the possibility of causing 10 additional cancer cases in a population of one million. The ten-in-one-million risk level also is used by the Air Toxics "Hot Spots" (AB 2588) program and California's Proposition 65 as the public notification level for air toxic emissions from

existing sources. The EPA has established National Emission Standards for Hazardous Air Pollutants, which are applicable to asbestos, beryllium, mercury, vinyl chloride, benzene, arsenic, and radon/radionuclides.

Diesel Emissions. Diesel exhaust is the predominant toxic air contaminant in urban air and is estimated to represent about two-thirds of the cancer risk from toxic air contaminants. Diesel engines emit a complex mix of pollutants including nitrogen oxides, particulate matter, and toxic air contaminants. The most visible constituents of diesel exhaust are very small carbon particles or soot, known as diesel particulate matter. Diesel exhaust also contains over 40 cancer-causing substances, most of which are readily adsorbed on the soot particles. Among the toxic air contaminants contained in diesel exhaust are dioxin, lead, polycyclic organic matter, and acrolein.

Short-term exposure to diesel particulate matter is associated with variable irritation and inflammatory symptoms. Diesel engine emissions are responsible for a majority of California's estimated cancer risk attributable to air pollution. In 2000, the California Air Resources Board identified an average potential cancer risk of 540 excess cases per million people, statewide, from diesel particulate matter (California Air Resources Board 2000). In addition, diesel particulate matter is a significant fraction of California's particulate pollution (California Air Resources Board 2005).

Diesel exhaust is especially common during the grading stage of construction (when most of the heavy equipment is used), and adjacent to heavily trafficked roadways where diesel trucks are common. The United States Environmental Protection Agency (EPA) regulates diesel engine design and fuel composition at the federal level, and has implemented a series of measures since 1994 to reduce nitrogen oxides and particulate emissions from off-road diesel equipment. EPA Tier 2 diesel engine standards were implemented from 2001 and 2006, Tier 3 standards from 2006-2008, and Tier 4 standards are being phased in through 2014 (U.S. Environmental Protection Agency 2004). Ultralow sulfur off-road diesel fuel, 15 parts per million (ppm) is now the standard in California, replacing the current 500 ppm fuel (Clean Diesel Fuel Alliance 2013). The Tier 4 engines and ultralow sulfur fuels will reduce emissions by up to 65 percent compared to older engines and fuel (U.S. Environmental Protection Agency 2004). California's Regulation for In-use Off-road Diesel Vehicles establishes a state program to reduce nitrogen oxides and particulate emissions from older construction equipment. Several provisions of the regulation are currently suspended (pertaining to fleet composition and vehicle retrofits), and some provisions are in force (idling restrictions and reporting). As the regulation is fully implemented, it will reduce construction equipment emissions over time (California Air Resources Board 2010/2011).

Asbestos. Asbestos handling and disposal is regulated by federal and state law. Asbestos is found in several kinds of building materials. Asbestos is generally not harmful when asbestos-containing materials are left undisturbed, but when disturbed microscopic fibers can be dislodged and remain in the air for long periods. If asbestos fibers are inhaled they can become lodged in body tissues and pose a serious health threat, especially lung disease.

Asbestos is also found naturally-occurring in certain rock formations in the California Coast Ranges and elsewhere. Asbestos is the generic term for the naturally-occurring fibrous (asbestiform) varieties of six silicate minerals. These minerals are: chrysotile, tremolite (when fibrous), actinolite (when fibrous), crocidolite (fibrous riebeckite), anthophyllite (when fibrous), and amosite (fibrous cummingonite-grunerite). Chrysotile is the most common asbestos mineral in California and belongs to the serpentine mineral group. Naturally occurring asbestos can be released from serpentinite and ultramafic rocks when the rock is broken or weathered. At the point of release, the asbestos fibers may become airborne, causing air quality and human health hazards. Weathered asbestos becomes a component of the soil and can migrate downstream. Asbestos-containing rock has sometimes been used for unpaved gravel roads, landscaping, and fill. Asbestos may be released to the atmosphere due to vehicular traffic on unpaved roads, during grading for development projects, and at quarry operations. The project site is located in the middle of a valley where naturally-occurring asbestos-containing rock is not likely to be present (Department of Conservation, Division of Mines and Geology 2000; U. S. Environmental Protection Agency).

Pollutant Concentrations Affecting Sensitive Receptors

Although air pollution can affect all segments of the population, certain groups are more susceptible to its adverse effects than others. Children, the elderly, and the chronically or acutely ill are the most sensitive population groups. These sensitive receptors are commonly associated with specific land uses such as residential areas, schools, parks, retirement homes, and hospitals. In addition, certain air pollutants, such as carbon monoxide, only have significant effects if they directly affect a sensitive population. Potentially sensitive receptors include inmates at the detention facility and patients at Natividad Medical Center, which is located within about 150 feet of the project site.

Emissions generated during construction are "short-term" in the sense that they would be limited to the actual periods of site development and construction. Short-term construction emissions are typically generated by the use of heavy equipment, the transport of materials, and construction employee commute trips. Construction-related emissions consist primarily of reactive organic gasses, nitrogen oxides, suspended particulate matter, and carbon monoxide. Emissions of reactive organic gasses, nitrogen oxides, and carbon monoxide are generated primarily by the operation of gas and diesel-powered motor vehicles, asphalt paving activities, and the application of architectural coatings. Suspended particulate matter emissions are generated primarily by wind erosion of exposed graded surfaces.

Diesel exhaust is especially common during the grading stage of construction (when most of the heavy equipment is used), and adjacent to heavily trafficked roadways where diesel trucks are common. The EPA regulates diesel engine design and fuel composition at the federal level, and has implemented a series of measures since 1994 to reduce nitrogen oxides and particulate emissions

from off-road diesel equipment. EPA Tier 2 diesel engine standards were implemented from 2001 and 2006, Tier 3 standards from 2006-2008, and Tier 4 standards are being phased in through 2014. Ultralow sulfur off-road diesel fuel, 15 parts per million (ppm) became standard in 2010, replacing the current 500 ppm fuel. The Tier 4 engines and ultralow sulfur fuels will reduce emissions by up to 65 percent compared to older engines and fuel (U.S. Environmental Protection Agency 2004). The California Air Resources Board's Regulation for In-use Off-road Diesel Vehicles establishes a state program to reduce emissions from older construction equipment, which will reduce construction equipment emissions over time (California Air Resources Board 2000).

Other sources of concentrated air pollutant emissions potentially affecting sensitive receptors include stationary sources (power and industrial plants, large generators, etc.) and farming operations (chemical sprays).

Regulatory Setting

Federal and State

State and Federal Clean Air Acts. Air quality is regulated on the state and federal level. The Clean Air Act, adopted in 1970 and amended in 1990, set federal standards for air quality. The California Clean Air Act was adopted by the California legislature in 1988. The California Air Resources Board (CARB) is responsible for coordinating both the state and federal air pollution control programs in California. CARB is composed of regional districts that are charged with developing attainment plans for their regions. The Air District is the regional agency with responsibility for monitoring air quality in Monterey, Santa Cruz, and San Benito counties.

Historically, air quality laws and regulations have divided air pollutants into two broad categories of airborne pollutants: "criteria pollutants" and "toxic air contaminants."

State and Federal Air Quality Standards for Criteria Pollutants. In general, criteria pollutants are pervasive constituents, such as those emitted in vast quantities by the combustion of fossil fuels. Both the State of California and the federal government have developed ambient air quality standards for the criteria pollutants, which include , CO, , , and . Table 5, Federal and State Ambient Air Quality Standards, lists state and federal ambient air quality standards for criteria air pollutants.

Table 5 Federal and State Ambient Air Quality Standards

Pollutant	Averaging Time	California		Federal			
				,4		,5	
		ppm	µg/	ppm	µg/	ppm	µg/
Ozone	1 Hour	0.09	180	-	-	-	-
	8 Hour	0.07	137	0.075	147	0.075	147
	24 Hour	-	50	-	150	-	150
	Annual	-	20	-	-	-	-
.5	24 Hour	-	-	-	35	-	35
	Annual	-	12		15	-	15
Carbon Monoxide (CO)	1 Hour	20	23,000	35	40,000		
	8 Hour	9	10,000	9	10,000		
Nitrogen Dioxide ( )	1 Hour	0.18	339	0.	188	-	-
	Annual Mean	0.03	57	0.053	100	0.053	100
Sulfur Dioxide ( )	1 Hour	0.25	655	0.075	196	-	-
	3 Hour	-	-	-	-	0.5	1,300
	24 Hour	0.04	105	-	-	-	-
	30 Day Average	-	1.5	-	-	-	-
	Rolling 3 Month	-	-	-	0.15	-	0.15
	Calendar Quarter	-	-	-	1.5	-	1.5
Visibility Reducing Particles	8 Hour	Extinction coefficient of 0.23 per kilometer -visibility of ten miles or more due to particles when relative humidity is less than 70 percent. Method: Beta attenuation and transmittance through filter tape.		No Federal Standards			
Sulfates	24 Hour	-	25				
Hydrogen Sulfide	1 Hour	0.03	42				
Vinyl	24 Hour	0.01	26				

Source: California Air Resources Board 2012

Notes:

1. California standards for ozone, carbon monoxide (except Lake Tahoe), sulfur dioxide (1 and 24 hour), nitrogen dioxide, suspended particulate matter—, $_{.5}$, and visibility reducing particles, are values that are not to be exceeded. All others are not to be equaled or exceeded. California ambient air quality standards are listed in the Table of Standards in Section 70200 of Title 17 of the California Code of Regulations.
2. National standards (other than ozone, particulate matter, and those based on annual averages or annual arithmetic mean) are not to be exceeded more than once a year. The ozone standard is attained when the fourth highest eight hour concentration in a year, averaged over three years, is equal to or less than the standard. For , the 24 hour standard is attained when the expected number of days per calendar year with a 24-hour average concentration above 150 µg/m3 is equal to or less than one. For $_{.5}$, the 24 hour standard is attained when 98 percent of the daily concentrations, averaged over three years, are equal to or less than the standard. Contact U.S. EPA for further clarification and current federal policies.
3. Concentration expressed first in units in which it was promulgated. Equivalent units given in parentheses are based upon a reference temperature of 25°C and a reference pressure of 760 torr. Most measurements of air quality are to be corrected to a reference temperature of 25°C and a reference pressure of 760 torr; ppm in this table refers to ppm by volume, or micromoles of pollutant per mole of gas.
4. National Primary Standards: The levels of air quality necessary, with an adequate margin of safety to protect the public health.
5. National Secondary Standards: The levels of air quality necessary to protect the public welfare from any known or anticipated adverse effects of a pollutant.
6. The federal ozone standard was revoked in January 2010; a new standard is expected by July 2011.
7. To attain this standard, the 3-year average of the 98th percentile of the daily maximum 1-hour average at each monitor within an area must not exceed 0.100 ppm.
8. The CARB has identified lead and vinyl chloride as 'toxic air contaminants' with no threshold level of exposure for adverse health effects determined. These actions allow for the implementation of control measures at levels below the ambient concentrations specified for these pollutants.

As shown in Table 5, the state standards are more stringent than the federal standards, and are relevant for the proposed project. When standards are exceeded, an "attainment plan" must be prepared that outlines how an air quality district will comply. Generally, these plans must provide for district-wide emission reductions of five percent per year averaged over consecutive three-year periods. California also grants air districts explicit statutory authority to adopt indirect source regulations and transportation control measures, including measures to encourage the use of ridesharing, flexible work hours, or other measures that reduce the number or length of vehicle trips. The Clean Air Act established two types of national air standards. Primary standards set limits to protect public health, including the health of "sensitive" populations such as asthmatics, children, and the elderly. Secondary standards set limits to protect public welfare, including protection against decreased visibility, damage to animals, crops, vegetation, and buildings.

Air Basin Attainment Status. CARB is required to designate areas of the state as attainment, non-attainment, or unclassified with regard to its compliance with state standards for criteria air pollutants. An "attainment" designation for an area signifies that pollutant concentrations do not violate the standard for that pollutant in that area. A "non-attainment" designation indicates that a pollutant concentration violated the standard at least once, excluding an "unclassified" designation signifies that available data does not support either an attainment or non-attainment status. A "non-attainment transitional" status infers that the air basin has had fewer than three exceedences at any one monitoring station. The California Clean Air Act divides districts into moderate, serious, and

severe air pollution non-attainment categories, with increasingly stringent control requirements mandated for each category.

Ambient air quality in the project area is monitored at by the Air District at eight locations in the air basin. In addition, the National Park Service operates a station at the Pinnacles National Park. On several occasions in recent years, the ozone and standards have been exceeded and therefore the air basin does not meet the state ambient air quality standards for these pollutants. The ozone and attainment status is currently "non-attainment." Other criteria have an "attainment" status. Monterey Bay Unified Air Pollution Control District 2013a. Table 6, North Central Coast Air Basin Attainment Status Designations, identifies the current status within the air basin for each criteria pollutant.

Table 6 North Central Coast Air Basin Attainment Status Designations

Pollutant	State	Federal
Ozone ()	Non-attainment	Attainment/Unclassified
Suspended Particulates ( )	Non-attainment	Attainment
Fine Particulates ($_{.5}$)	Attainment	Attainment/Unclassified
Carbon Monoxide (CO)	Monterey Co. – Attainment	Attainment/Unclassified
Nitrogen Dioxide ( )	Attainment	Attainment/Unclassified
Sulfur Dioxide ()	Attainment	Attainment
Lead	Attainment	Attainment/Unclassified

Source: Monterey Bay Unified Air Pollution Control District, 2013a

Air Quality Plans. The federal Clean Air Act requires states to prepare an air quality control plan, also known as a State Implementation Plan. California's State Implementation Plan contains the strategies and control measures California will use to attain the federal standards. The federal Clean Air Act requires states with areas that violate the federal standards to revise their State Implementation Plans for conformity with federal Clean Air Act mandates. If the U.S. Environmental Protection Agency determines a State Implementation Plan to be inadequate, it may prepare a Federal Implementation Plan for the non-attainment area and may impose additional control measures.

The Air District is delegated with the responsibility at the local level to implement both federal and state mandates for improving air quality in the air basin through an air quality plan. When thresholds are exceeded at regional monitoring stations on consecutive accounts, an "attainment plan" must be prepared that outlines how an air quality district will achieve compliance. Generally, these plans must provide for district-wide emission reductions of five percent per year averaged over consecutive three-year periods.

The Air District has adopted several plans in an attempt to achieve state and federal air quality standards. As required by the California Clean Air Act, the Air District adopted the *Monterey Bay Unified Air Pollution Control District Air Quality Management Plan* in 1991, which contained the steps to be taken to come into attainment with the state and federal standards, and has made several updates in subsequent years. Although the air basin achieved the 1-hour ozone standard in 2006, it failed to meet the new 8-hour standard and CARB designated the air basin a nonattainment area for the state ambient air quality standards for ozone. In August 2008 the Air District updated the Air Quality Plan to focus on achieving the new 8-hour ozone standard. Five control measures from the 2004 Air Quality Plan, whose development was suspended because the 1-hour standard had been met, have been re-introduced in the 2008 Air Quality Plan.

These five measures are:

- A1 - Solvent Cleaning Operations;
- A2 - Degreasing Operations;
- A3 - Spray Booths - Miscellaneous Coatings and Cleanup Solvents;
- A4 - Adhesives and Sealants; and
- A5 - Natural Gas-Fired Fan-Type Central Furnaces and Residential Water Heaters.

For 2010, the combined emission reductions from these measures were estimated to be 1.65 tons per day of VOC and 0.17 tons per day of . The 2008 Air Quality Plan also updated the description of the area's Transportation Control Measures (TCMs), as well as grant activity under AB 2766 and the Moyer mobile source emission reduction programs. The 2008 Air Quality Plan further proposes to evaluate any co-pollutant benefits in terms of reducing ozone precursors achieved under AB 32.

The Triennial Plan Revision 2009 – 2011 was adopted by the Air District in 2013 as an update to the 2008 Air Quality Plan, and addresses only the attainment of the state 8-hour ozone standard. Based on monitoring data for 2009 to 2011, there were fewer exceedance days than during the 2006 to 2008 period. Therefore, the control measures presented in the 2008 Air Quality Plan have not been implemented, because the Air District determined that adequate progress was being made toward attaining the 8-hour ozone standard (Monterey Bay Unified Air Pollution Control District 2013).

Impacts, Analysis and Mitigation Measures

Methodology

This section and analysis was prepared in accordance with the Air District's CEQA Guidelines and thresholds. The California Emissions Estimator Model (CalEEMod) Version 2013.2.2 software, recommended by MBUAPCD for air quality modeling was used to calculate estimated project emissions. The CalEEMod methodology and modeling results are presented in Appendix B. The reader is directed to Section 4.0 (Cumulative Impacts) of this EIR for analysis of cumulative air quality impacts.

Standards of Significance

The County utilizes the environmental checklist contained in CEQA Guidelines appendix G as a basis for standards of significance. As identified in the initial study prepared for the project (Appendix A), the following standards of significance are applicable to the proposed project:

- Conflict with or obstruct implementation of the applicable air quality plan;
- Cause a violation of any air quality standard or contribute substantially to an existing or projected air quality violation;
- Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is in non-attainment under an applicable federal or state ambient air quality standard (including releasing emissions which exceed quantitative thresholds for ozone precursors);
- Expose sensitive receptors to substantial pollutant concentrations; or
- Create objectionable odors affecting a substantial number of people.

The CEQA Guidelines state that, where available, the significance criteria established by the applicable air quality management or air pollution control district may be relied upon to make the above determinations. The Air District's 2008 air quality CEQA guidelines provide the following thresholds:

The Air District CEQA Guidelines consider emissions of 82 pounds per day or greater of to be significant. For construction activity, this typically equates to construction with minimal earthmoving over an area of at least 8.1 acres per day, or grading/excavation over an area of at least 2.2 acres per day.

The Air District CEQA Guidelines establish emissions thresholds of 137 pounds per day for volatile organic compounds and nitrous oxides. Calculating volatile organic compounds and nitrous oxides emissions from typical construction equipment is not necessary because temporary emissions of these ozone precursors have been accommodated in the Air Quality Plan.

The Air District CEQA Guidelines establish an emissions threshold of 150 pounds per day for sulfur dioxide. The Air District CEQA Guidelines establish an emissions threshold of 550 pounds per day for carbon monoxide. The Air District guidelines require carbon monoxide hot spot analysis under the following project conditions:

- Intersections where the Level of Service (LOS) would degrade below D;
- Volume to capacity ratio increases by 0.05 at LOS E or F intersections;
- The delay at LOS E or F intersections increases by 10 seconds or more; or
- Reserve capacity at unsignalized LOS E or F intersections decrease by 50 or more.

An incremental risk of ten excess cancer cases per million at the Maximally Exposed Individual would result in a significant impact from TAC. The ten-in-one-million risk level is used by the Air Toxics "Hot Spots" (AB 2588) program and California's Proposition 65 as the public notification level for air toxic emissions from existing sources.

A project's cumulative impact is analyzed by determining its consistency with the Air Quality Plan and its localized impact is assessed by identifying whether build-out would create or substantially contribute to carbon monoxide "hotspots" where federal or state ambient air quality standards are exceeded.

Impact: Conflict with Air Quality Plan (No Impact)

Residential population and housing generating activities have a direct causal relationship with air quality: internal combustion-powered motor vehicles that transport people and the goods on which they depend, create tailpipe emissions; human consumption creates waste-generating methane, other criteria pollutants and toxic substances; construction to build housing generates a variety of air pollutants; and the energy required to operate buildings and transport water are likely to be the products of fossil fuel combustion. All of these activities contribute to air pollution. Population and housing forecasts adopted by the Association of Monterey Bay Area Governments are used to forecast population-related emissions, and these are used through the air quality attainment planning process, to develop basin-wide controls on stationary, area, and transportation sources of air pollution, to offset emission growth. If a proposed project's housing and population growth are consistent with the population forecasts, related emissions have been accounted for, and the project is considered consistent with the Air Quality Plan. Non-population-inducing projects have no effect on population levels and are considered consistent with the Air Quality Plan. Although the proposed

project would result in an increase in inmates at the adult detention facility, it would not induce population growth within the City or the region. Therefore, the proposed project is consistent with the Air Quality Plan.

Impact: Violation of Air Quality Standards (Less than Significant)

Although this type of project is not specifically listed, the proposed project is not of a size comparable to those that would exceed the screening criteria presented in Table 5-4 in the Air Quality CEQA Guidelines. However, a CalEEMod model run was conducted to determine the proposed project's greenhouse gas emissions impact (Section 3.5 of this DEIR), and therefore, the results are also used to confirm that the proposed project's operational emissions would not result in a violation of air quality standards. Air quality emissions were measured for both existing conditions (summer and winter) and the proposed project conditions (summer and winter). In most cases, emissions are higher during the winter, and therefore winter emissions were used in this analysis. Project emissions are presented below in Table 7, Operational Criteria Air Pollutant Emissions (Pounds per Day).

Table 7 Unmitigated Operational Criteria Air Pollutant Emissions (Pounds per Day)

Pollutant Source	VOC			CO
Total Emissions	5.31 lbs/day	2.52 lbs/day	0.02	10.51
Air District Threshold	*137 lbs/day*	*137 lbs/day*	*150 lbs/day*	*550 lbs/day*
Violation?	No	No	No	No

Source: *CalEEMod modeling run conducted by EMC Planning Group 2014, Monterey Unified Air Pollution Control District 2008, 2011.* Winter emissions data (existing plus project emissions minus existing emissions)

The CalEEMod emissions results show that the proposed project's operational emissions would be significantly below the Air District threshold. Therefore the operational effects of the proposed project on air quality would be less than significant.

Construction phase emissions of VOC and are accounted for in the Air Quality Plan. Construction phase emissions are considered significant if they are 82 pounds or greater per day (equivalent to minimal earthmoving over 8.1 or more acres a day, or major excavation/grading of 2.2 acres or more per day).

The proposed project site is relatively flat and consists of the existing staff parking lot and a fenced grassy area. Construction would not involve major grading/earthmoving or excavation. The entire project site is 2.6 acres; therefore construction would not exceed the 8.1-acre threshold for construction phase dust emissions. In addition, the CalEEMod results show that the maximum daily emissions associated with project construction are approximately 26 pounds per day (refer to Appendix B. CalEEMod Methodology and Modeling Results, Table 2.1), which is significantly

below the 82 pounds per day threshold. Since the proposed project falls below the threshold for emissions (in the amount of acres graded and in maximum emissions per day), air quality impacts associated with construction emissions would be less than significant.

Impact: Substantial Pollutant Concentrations at Sensitive Receptors (Less than Significant)

The project site is located adjacent to the existing County of Monterey Adult Detention facilities and Natividad Medical Center. The jail cells at the existing facility and hospital could be sensitive receptors, if jail inmates/hospital patients have access to outdoor areas, or access to operable windows. Operation of the project would not result in significant pollution emissions as discussed above; however, construction activities would result in emission of , and CO which can affect sensitive receptors.

Construction would result in emissions of , but these would not exceed standards (refer to previous impact discussion above). Maximum daily construction period CO emission levels would be about 95 pounds per day (Appendix B, Table 2.1 Overall Construction (Maximum Daily Emission)), far below the threshold of 550 pounds per day. The proposed project would be below thresholds for and CO; therefore, the proposed project would not result in substantial pollutant concentrations that could impact sensitive receptors. The impact is less than significant.

Impact: Substantial Objectionable Odors (No Impact)

The proposed project would add housing to an existing adult detention facility site. There is nothing about the proposed project that would indicate the emission of odors that would affect substantial numbers of people.

3.2 BIOLOGICAL RESOURCES

This section outlines the existing biological resource setting of the project site; the federal, state, and local regulatory framework pertaining to biological resources; and an evaluation of anticipated biological resource impacts of the proposed project. This section is based on biological reconnaissance surveys conducted by EMC Planning Group biologist Bill Goggin on December 7 and 11, 2012; a review of existing scientific literature and background information; applicable policies and programs; and the initial study prepared for the proposed project (Appendix A). As identified in the initial study, potential biological impacts were limited to nesting birds; therefore, this section will focus on this issue. No native trees occur on the site, and therefore no native trees would be removed by the proposed project.

No comments regarding biological resources were received during the NOP comment period.

Environmental Setting

The project site is situated on the Salinas U.S. Geological Survey (USGS) quadrangle map. A search of the California Department of Fish and Wildlife (CDFW) *California Natural Diversity Database* (CNDDB) was conducted for the Prunedale, San Juan Bautista, Salinas, and Natividad USGS quadrangles in order to evaluate potentially occurring special-status species in the project vicinity (CDFW 2013). Records of occurrence for special-status plants were reviewed for those same USGS quadrangles in the California Native Plant Society *Inventory of Rare and Endangered Plants* (CNPS 2013). A U.S. Fish and Wildlife Service (USFWS) threatened and endangered species list was also generated for Monterey County (USFWS 2013). Special-status plant and animal species reported from the general project vicinity (i.e. the USGS quadrangles listed above) are listed in Table 8, Potentially Occurring Special-Status Plants in the Project Vicinity, and Table 9, Potentially Occurring Special-Status Animals in the Project Vicinity, including the listing status and potential for each species to occur on the project site. Except for protected nesting birds, special-status species known to occur in the region are not expected to occur on the site due to lack of suitable habitat.

Biological reconnaissance surveys of the project site and surrounding adult detention facility were conducted to document existing habitats and evaluate the potential for special-status species to occur on the project site. Biological resources were documented in field notes, including species observed, dominant plant communities, and significant wildlife habitat characteristics. Qualitative estimations of plant cover, structure, and spatial changes in species composition were used to determine plant communities and wildlife habitats, and habitat quality and disturbance level were described.

The project site contains buildings, paved parking lots and roadways, both fenced and non-fenced non-native grassland/ruderal (weedy) vegetation, and non-native ornamental landscaping including but not limited to turf grass, oleander (*Nerium oleander*) shrubs, and mature trees such as pine (*Pinus* sp.) and gum (*Eucalyptus* sp.). Dominant non-native grasses on the site could not be identified due to seasonal dormancy, but observed non-native ruderal vegetation includes radish (*Raphanus sativus*), cheeseweed (*Malva parviflora*), bristly ox-tongue (*Helminthotheca echioides*), and English plantain (*Plantago lanceolata*). As mentioned earlier, no native trees occur on the site. Refer to Figure 3, Project Site Photos, in Section 2.0 Project Description for project site photographs.

Regulatory Setting

Federal

Endangered Species Act. The federal Endangered Species Act of 1973 (hereafter "Act") protects species that the U.S. Fish and Wildlife Service (USFWS) has listed as Endangered or Threatened. Permits may be required from USFWS if activities associated with a proposed project would result

in the "take" of a federally listed species or its habitat. Under the Act, the definition of "take" is to "harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or to attempt to engage in any such conduct." USFWS has also interpreted the definition of "harm" to include significant habitat modification that could result in take. "Take" of a listed species is prohibited unless (1) a Section 10(a) permit has been issued by the USFWS or (2) an Incidental Take Statement has been obtained through formal consultation between a federal agency and the USFWS pursuant to Section 7 of the Act.

Migratory Bird Treaty Act. The Migratory Bird Treaty Act of 1918, last amended in 1989, prohibits killing, possessing, or trading in migratory birds, and protects the nesting activities of native birds including common species, except in accordance with certain regulations prescribed by the Secretary of the Interior. Over 800 native nesting bird species are currently protected under the federal law. This Act encompasses whole birds, parts of birds, bird nests, and eggs.

State

California Endangered Species Act. Pursuant to the California Endangered Species Act and Section 2081 of the California Fish and Game Code, an incidental take permit from the CDFW is required for projects that could result in the take of a state-listed Threatened or Endangered species. "Take" is defined under the Act as an activity that would directly or indirectly kill an individual of a species; "take" is defined in Section 86 of the California Fish and Game Code as "hunt, pursue, catch, capture, or kill, or attempt to hunt, pursue, catch, capture, or kill." If a proposed project would result in the "take" of a state-listed species, then a CDFW Incidental Take Permit, including the preparation of a conservation plan, would be required.

Nesting Birds and Birds of Prey. Sections 3505, 3503.5, and 3800 of the California Fish and Game Code prohibit the take, possession, or destruction of birds, including their nests or eggs. Birds of prey (the orders Falconiformes and Strigiformes) are specifically protected under provisions of the California Fish and Game Code, Section 3503.5. This section of the Code establishes that it is unlawful to take, possess, or destroy any birds of prey or to take, possess, or destroy the nest or eggs of any such bird except as otherwise provided by this Code. Disturbance that causes nest abandonment and/or loss of reproductive effort, such as construction during the bird nesting season, is considered "take" by the CDFW.

Table 8 Potentially Occurring Special-Status Plants in the Project Vicinity

Species	Status (Federal/ State/Other)	Habitat Description	Potential to Occur on the Project Site
Alkali milk-vetch (*Astragalus tener* var. *tener*)	--/--/1B.2	Playas, valley and foothill grassland (adobe clay), vernal pools (alkaline); elevation 1-60m.	No suitable habitat present. Not expected to occur on project site.
Congdon's tarplant (*Centromadia parryi* ssp. *congdonii*)	--/--/1B.1	Valley and foothill grassland (alkaline); elevation 1-230m. Known to occur on various substrates, and in disturbed and ruderal (weedy) areas.	No suitable habitat present. Not expected to occur on project site.
Contra Costa goldfields (*Lasthenia conjugens*)	FE/--/1B.1	Cismontane woodland, playas (alkaline), valley and foothill grassland, vernal pools/mesic; elevation 0-470m.	No suitable habitat present. Not expected to occur on project site.
Eastwood's goldenbush (*Ericameria fasciculata*)	--/--/1B.1	Closed cone coniferous forest, chaparral (maritime), coastal dunes, and coastal scrub/sand; elevation 30-275m.	No suitable habitat present. Not expected to occur on project site.
Fragrant fritillary (*Fritillaria liliacea*)	--/--/1B.2	Coastal scrub, valley and foothill grassland, coastal prairie. Often on serpentine, various soils reported though usually clay in grassland; elevation 3-410m.	No suitable habitat present. Not expected to occur on project site.
Hickman's onion (*Allium hickmanii*)	--/--/1B.2	Closed-cone coniferous forest, chaparral, coastal scrub, valley and foothill grassland, coastal prairie, sandy loam, damp ground and vernal swales; elevation 20-200m.	No suitable habitat present. Not expected to occur on project site.
Hooker's manzanita (*Arctostaphylos hookeri* ssp. *hookeri*)	--/--/1B.2	Sandy soils in coastal scrub, chaparral, and closed-cone forest habitats; evergreen; elevation 45–215m.	No suitable habitat present. Not expected to occur on project site.
Hutchinson's larkspur (*Delphinium hutchinsoniae*)	--/--/1B.2	Broadleaved upland forest, chaparral, coastal prairie, coastal scrub; elevation 0–400m.	No suitable habitat present. Not expected to occur on project site.
Kellogg's horkelia (*Horkelia cuneata* ssp. *sericea*)	--/--/1B.1	Closed-cone coniferous forest, maritime chaparral, coastal scrub, sandy or gravelly openings; elevation 10–200m.	No suitable habitat present. Not expected to occur on project site.
Legenere (*Legenere limosa*)	--/--/1B.1	In beds of vernal pools; elevation 1-880m.	No suitable habitat present. Not expected to occur on project site.
Monterey pine *(Pinus radiata)*	--/--/1B.1	Closed-cone coniferous forest, cismontane woodland; elevation 25-185m.	No suitable habitat present. Not expected to occur on project site.

Species	Status (Federal/ State/Other)	Habitat Description	Potential to Occur on the Project Site
Monterey spineflower (*Chorizanthe pungens* var. *pungens*)	FT/--/1B.2	Chaparral (maritime), cismontane woodland, coastal dunes, coastal scrub, valley and foothill grassland/sandy; elevation 3-450m.	No suitable habitat present. Not expected to occur on project site.
Pajaro manzanita *(Arctostaphylos pajaroensis)*	--/--/1B.1	Sandy soils in chaparral habitat; evergreen; elevation 30-760m.	No suitable habitat present. Not expected to occur on project site.
Pine rose *(Rosa pinetorum)*	--/--/1B.2	Closed-cone coniferous forest; elevation 2-300m.	No suitable habitat present. Not expected to occur on project site.
Pink Johnny-nip (*Castilleja ambigua* ssp. *insalutata*)	--/--/1B.1	Coastal prairie and coastal scrub; elevation 0-100m.	No suitable habitat present. Not expected to occur on project site.
Pinnacles buckwheat *(Eriogonum nortonii)*	--/--/1B.3	Sandy sites in chaparral and valley and foothill grassland, often on recent burns; elevation 300-975m.	No suitable habitat present. Not expected to occur on project site.
Round-leaved filaree *(California macrophylla)*	--/--/1B.1	Clay sites in cismontane woodland, and valley and foothill grassland; elevation 15-1200m.	No suitable habitat present. Not expected to occur on project site.
Saline clover *(Trifolium hydrophilum)*	--/--/1B.2	Marshes and swamps, valley and foothill grassland, and vernal pools. Prefers wet, alkaline sites; elevation 0-300m.	No suitable habitat present. Not expected to occur on project site.
Sand gilia/Monterey gilia (*Gilia tenuiflora* ssp. *arenaria*)	FE/ST/1B.2	Maritime chaparral, cismontane woodland, coastal dunes, coastal scrub, sandy openings; elevation 0–45m.	No suitable habitat present. Not expected to occur on project site.
Sand-loving wallflower (*Erysimum ammophilum*)	--/--/1B.2	Sandy openings in chaparral (maritime), coastal dunes, and coastal scrub; elevation 0-60m.	No suitable habitat present. Not expected to occur on project site.
Sandmat manzanita (*Arctostaphylos pumila*)	--/--/1B.2	Closed-cone coniferous forest, maritime chaparral, cismontane woodland, coastal dunes, coastal scrub, sandy openings; elevation 30–730m.	No suitable habitat present. Not expected to occur on project site.
Santa Cruz clover (*Trifolium buckwestiorum*)	--/--/1B.1	Broadleaved upland forest, cismontane woodland, coastal prairie; elevation 105–610m.	No suitable habitat present. Not expected to occur on project site.
Santa Cruz tarplant *(Holocarpha macradenia)*	FT/SE/1B.1	Coastal prairie, coastal scrub, and valley and foothill grassland; often on clay or sandy soils; elevation 10-220m.	No suitable habitat present. Not expected to occur on project site.
Seaside bird's-beak (*Cordylanthus rigidus* ssp. *littoralis*)	--/SE/1B.1	Closed-cone coniferous forest, maritime chaparral, cismontane woodland, coastal dunes, coastal scrub; sandy, often disturbed sites; elevation 0–215m.	No suitable habitat present. Not expected to occur on project site.

Species	Status (Federal/ State/Other)	Habitat Description	Potential to Occur on the Project Site
Toro/Monterey manzanita (*Arctostaphylos montereyensis*)	--/--/1B.2	Maritime chaparral, cismontane woodland, coastal scrub; sandy; elevation 30–730m.	No suitable habitat present. Not expected to occur on project site.
Vernal pool bent grass *(Agrostis lacuna-vernalis)*	--/--/1B.1	Vernal pools (mima mounds); elevation 115-145m.	No suitable habitat present. Not expected to occur on project site.
Yadon's rein orchid *(Piperia yadonii)*	FE/--/1B.1	Coastal bluff scrub, closed cone coniferous forest, chaparral (maritime)/sandy; elevation 10-510m.	No suitable habitat present. Not expected to occur on project site.

Listing Status Codes:

Federal (USFWS)

FE - Listed as Endangered under the Federal Endangered Species Act.

FT - Listed as Threatened under the Federal Endangered Species Act.

State (CDFW)

SE - Listed as Endangered under the California Endangered Species Act.

ST - Listed as Threatened under the California Endangered Species Act.

SR - Listed as Rare under the California Endangered Species Act.

Other (CNPS Rare Plant Ranks and Threat Code Extensions)

1B: Plants that are considered Rare, Threatened, or Endangered in California and elsewhere.

2B: Plants that are considered Rare, Threatened, or Endangered in California, but more common elsewhere.

.1: Seriously endangered in California (over 80% of occurrences threatened/high degree and immediacy of threat).

.2: Fairly endangered in California (20-80% occurrences threatened).

.3: Not very endangered in California (<20% of occurrences threatened or no current threats known).

Sources: CDFW 2013, CNPS 2013

Table 9 Potentially Occurring Special-Status Animals in the Project Vicinity

Species	Status (Federal/ State)	Habitat Description	Potential to Occur on the Project Site
American badger *(Taxidea taxus)*	--/SSC	Most abundant in drier open stages of most shrub, forest, and herbaceous habitats, with friable soils. Need sufficient food, friable soils, and open, uncultivated ground. Prey on burrowing rodents and dig burrows.	No suitable habitat present. Not expected to occur on project site.
Black legless lizard *(Anniella pulchra nigra)*	--/SSC	Moist, warm habitats with loose soil for burrowing and prostrate plant cover in beaches, chaparral, pine-oak woodland, or riparian areas.	No suitable habitat present. Not expected to occur on project site.
Burrowing owl *(Athene cunicularia)*	--/SSC	Open, dry, annual or perennial grasslands, desert or scrubland, with available burrows.	No suitable habitat present. Not expected to occur on project site.
California clapper rail *(Rallus longirostris obsoletus)*	FE/SE	Found in saltwater and brackish marshes, traversed by tidal sloughs in the vicinity of San Francisco Bay. Associated with abundant growths of pickleweed, but feeds away from cover on invertebrates from mud-bottomed sloughs.	No suitable habitat present. Not expected to occur on project site.
California red-legged frog *(Rana draytonii)*	FT/SSC	Rivers, creeks, and stock ponds with pools and overhanging vegetation.	No suitable habitat present. Not expected to occur on project site.
California tiger salamander *(Ambystoma californiense)*	FT/ST	Grasslands, open oak woodlands, and seasonal pools or stock ponds in central California.	No suitable habitat present. Not expected to occur on project site.
Coast Range newt *(Taricha torosa)*	--/SSC	Coastal drainages; lives in terrestrial habitats and can migrate over 1 km to breed in ponds, reservoirs, and slow-moving streams.	No suitable habitat present. Not expected to occur on project site.
Golden eagle *(Aquila chrysaetos)*	--/SFP	Rolling foothill mountain areas, sage-juniper flats, and desert. Cliff-walled canyons provide nesting habitat in most parts of range. Also uses large trees in open areas.	No suitable habitat present. Not expected to occur on project site.
Pallid bat *(Antrozous pallidus)*	--/SSC	Deserts, grasslands, scrublands, woodlands, and forests. Most common in open, dry habitats with rocky areas for roosting. Roosts must protect bats from high temperatures.	No suitable habitat present. Not expected to occur on project site.

Species	Status (Federal/ State)	Habitat Description	Potential to Occur on the Project Site
Santa Cruz long-toed salamander *(Ambystoma macrodactylum croceum)*	FE/SE	Wet meadows near sea level in a few restricted locales in Santa Cruz and Monterey Counties. Aquatic larvae prefer shallow (<12 inches) water; use clumps of vegetation or debris for cover. Adults use mammal burrows.	No suitable habitat present. Not expected to occur on project site.
Tricolored blackbird *(Agelaius tricolor)*	--/SSC	Areas adjacent to open water and access to protected nesting substrate.	No suitable habitat present. Not expected to occur on project site.
Western pond turtle *(Emys marmorata)*	--/SSC	Ponds, marshes, rivers, streams, and irrigation ditches with aquatic vegetation. Need basking sites and suitable upland habitat for egg-laying (sandy banks or grassy open fields).	No suitable habitat present. Not expected to occur on project site.
White-tailed kite *(Elanus leucurus)*	--/SFP	Rolling foothills and valley margins with scattered oaks, and river bottomlands or marshes next to deciduous woodlands. Open grasslands, meadows, or marshes for foraging close to isolated, dense-topped trees for nesting and perching.	No suitable habitat present. Not expected to occur on project site.

Listing Status Codes:

Federal (USFWS)

FE - Listed as Endangered under the Federal Endangered Species Act.

FT - Listed as Threatened under the Federal Endangered Species Act.

State (CDFW)

SE - Listed as Endangered under the California Endangered Species Act.

ST - Listed as Threatened under the California Endangered Species Act.

SSC: CDFW Species of Special Concern due to declining breeding populations in California.

SFP: CDFW Fully Protected species under California Fish and Game Code.

Source: CDFW 2013

Impacts, Analysis and Mitigation Measures

Methodology

This analysis is based on the biological reconnaissance surveys, associated background research, relevant plans and policies, and the initial study prepared for the proposed project (Appendix A). The reader is directed to Section 4.0 (Cumulative Impacts) of this EIR for analysis of cumulative biological resource impacts.

Standards of Significance

The County utilizes the environmental checklist contained in CEQA Guidelines appendix G as a basis for standards of significance. As identified in the initial study prepared for the proposed project (Appendix A), the following standards of significance are applicable to the proposed project:

- Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service.

Impact: Special-Status Species (Less than Significant with Mitigation)

Construction of the proposed project could result in potentially significant impacts to nesting birds, should they be in the immediately vicinity during construction activities. Except for protected nesting birds, special-status species known to occur in the region are not expected to occur on the project site due to lack of suitable habitat. Vegetation on and adjacent to the project site has the potential to provide breeding habitat for nesting birds protected by the California Fish and Game Code and/or the federal Migratory Bird Treaty Act. If any active nest(s) of protected bird species should occur on or adjacent to the site, then construction activities or vegetation removal, if conducted during the bird nesting season (February 1 to September 15), could result in the direct loss of nests, including eggs and young, or the abandonment of an active nest. This would be a significant impact. Implementation of the following mitigation measure would reduce this potential impact to a less than significant level.

Mitigation Measure

BIO-1 If noise generation, ground disturbance, vegetation removal, or other construction activities begin during the nesting bird season (February 1 to September 15), or if construction activities are suspended for at least two weeks and recommence during the nesting bird

season, the County will retain a qualified biologist to conduct a pre-construction survey for nesting birds. The survey will be performed within suitable nesting habitat areas on and adjacent to the site to ensure that no active nests would be disturbed during project implementation. This survey will be conducted no more than two weeks prior to the initiation of disturbance and/or construction activities. A report documenting survey results and plan for active bird nest avoidance (if needed) will be completed by the qualified biologist and submitted to Monterey County RMA - Planning for review and approval prior to disturbance and/or construction activities.

If no active bird nests are detected during the survey, then project activities can proceed as scheduled. However, if an active bird nest of a native species is detected during the survey, then a plan for active bird nest avoidance shall determine and clearly delineate an appropriately sized, temporary protective buffer area around each active nest, depending on the nesting bird species, existing site conditions, and type of proposed disturbance and/or construction activities. The protective buffer area around an active bird nest is typically 75-250 feet, determined at the discretion of the qualified biologist and in compliance with applicable project permits.

To ensure that no inadvertent impacts to an active bird nest will occur, no disturbance and/or construction activities will occur within the protective buffer area(s) until the juvenile birds have fledged (left the nest), and there is no evidence of a second attempt at nesting, as determined by the qualified biologist.

Monterey County RMA - Public Works will be responsible for implementation of this mitigation measure.

Monitoring Action

If grading activities begin outside of the nesting bird season, then no monitoring activities are necessary.

However, if grading activities begin during the nesting bird season, then prior to the start of grading activities, Monterey County RMA - Public Works will document the conclusions of the pre-construction survey for nesting birds and submit a report to Monterey County RMA - Planning. Failure to submit a report, or failure to comply with the requirements of the mitigation measure, will cause all work to be stopped until the report is received and approved by Monterey County RMA - Planning.

Implementation of mitigation measure BIO-1 will ensure that potential impacts to nesting birds are eliminated by requiring avoidance measures and/or pre-construction surveys to ensure development activities will not disrupt nesting activities. Therefore, this impact is less than significant with mitigation incorporated.

3.3 CULTURAL RESOURCES

This section addresses cultural resources (i.e., historic, archaeological, and paleontological) in relation to implementation of the proposed project. In September 2009, Basin Research Associates prepared an archeological report for the County of Monterey on all of the County property in the vicinity including the proposed project site (*Archaeological Assessment Report – Laurel Natividad Conceptual Alternatives Development Project, Salinas, Monterey County, California*). This section summarizes the conclusion of that report, focusing on the proposed project's potential to result in cultural resource impacts. Because the project site is highly disturbed, consisting of pavement and landscaped areas, an archaeological field survey was not conducted.

No comments on cultural resource issues were received by the County as part of the NOP process.

Environmental Setting

The project site is situated on the Salinas U.S. Geological Survey (USGS) quadrangle map. According to the Basin Research Associates report (page 2), the study area would have provided a favorable environment for Native Americans during the prehistoric period with riparian and inland resources available including Gabilan Creek, Natividad Creek, and Alisal Slough, which are all within a mile of the site.

Historically, the site was situated within the Rancho Sausal (Grove of Willows), which includes Natividad and Gabilan creeks. In the mid-19th century, the majority of the rancho and pueblo lands and some of the un-granted land in California were subdivided as the result of population growth, the American takeover, and the confirmation of property titles. The agricultural land-use pattern throughout the area was rapidly replaced by urban and suburban development since post-World War II (Basin Research Associates, page 2-3.)

No prehistoric or significant historic era cultural material or architectural features were observed during the field inventory conducted as a component of the archaeological assessment (Basin Research Associates, page 6).

Policy and Regulatory Setting

Federal

National Historic Criteria. Federal regulations for cultural resources are primarily governed by section 106 of the National Historic Preservation Act of 1966, which applies to actions taken by federal agencies, such as approval of section 404 permits for fill of wetlands. The National Register of Historic Places (NRHP) was established to recognize resources associated with the

accomplishments of all peoples who have contributed to the country's history and heritage. Guidelines were designed for federal and state agencies in nominating cultural resources to the national register. These guidelines are based upon integrity and significance of the resource. Integrity applies to specific items such as location, design, setting, materials, workmanship, feeling, and association. Quality of significance in American history, architecture, archaeology, engineering and culture is present in resources that possess integrity of location, design, setting, materials, workmanship, feeling, and association.

State

CEQA Guidelines Section 15064.5. Under CEQA, public agencies must consider the effects of their actions on both "historical resources" and "unique archeological resources." CEQA Guidelines section 15064.5(a) (i) defines a historical resource as, among other things, a resource listed or eligible for listing on the California Register of Historical Resources. In addition, a resource is presumed to constitute an historical resource if it is included in a local register of historical resources unless the preponderance of evidence demonstrates that it is not historically or culturally significant (CEQA Guidelines, section 15064.5(a) (2)).

Under CEQA, a "unique archaeological resource" is defined as an archaeological artifact, object, or site about which it can be clearly demonstrated that, without merely adding to the current body of knowledge, there is a high probability that it meets any of the following criteria: 1) contains information needed to answer important scientific research questions and that there is a demonstrable public interest in that information; 2) has a special and particular quality such as being the oldest of its type or the best available example of its type; or 3) is directly associated with a scientifically recognized important prehistoric or historic event or person (Public Resources Code, section 21083.2(h)).

CEQA Guidelines section 15064.5(e) and section 7050.5 of the California Health and Safety Code require that construction or excavation be stopped in the vicinity of discovered human remains until the county coroner has been informed and has determined that: 1) no investigation of the cause of death is required; and 2) whether the remains are of Native American origin. CEQA Guidelines section 15064.5 also specifies procedures to be followed in case of the discovery of human remains on non-federal land. These procedures include appropriate and dignified treatment of human remains and associated grave goods, and may include reburial on the site in an area free from disturbance. The disposition of Native American burials falls within the jurisdiction of the Native American Heritage Commission.

Impacts, Analysis and Mitigation Measures

Methodology

This analysis is based on the archeological report prepared for all of the County property in the vicinity including the proposed project site (*Archaeological Assessment Report – Laurel Natividad Conceptual Alternatives Development Project, Salinas, Monterey County, California*), relevant plans and policies and the initial study prepared for the project (Appendix A). The reader is directed to Section 4.0 (Cumulative Impacts) of this EIR for analysis of cumulative cultural resource impacts.

Standards of Significance

As described in the initial study contained in Appendix A, the potential effect of the project on paleontological resources was found to be less than significant. Therefore, the standard of significance for this topic as identified in Appendix G of the CEQA Guidelines is not addressed and requires no further discussion. Thresholds of significance considered in this analysis are as follows:

- Cause a substantial adverse change in the significance of a historical resource as defined in CEQA Guidelines Section 15064.5;
- Cause a substantial adverse change in the significance of an archaeological resource pursuant to CEQA Guidelines Section 15064.5; or
- Disturb any human remains, including those interred outside of formal cemeteries.

Impact: Damage to Buried Historical or Archaeological Resources (Less than Significant)

Implementation of the proposed project could result in potentially significant impacts to unknown, buried historic or prehistoric archaeological resources.

The Monterey County General Plan EIR does not designate land within incorporated cities on the archaeological sensitivity map (Figure 4.10-2); however, based upon the areas of sensitivity outside of the city limits of Salinas, it can be inferred that the project area is located within an area of high archaeological sensitivity, primarily due to the presence of flowing water resources.

The City of Salinas General Plan EIR does not have an archaeological sensitivity map; however, the EIR does state that "The Carr Lake/Natividad Creek corridor is the only area within the City limits that has a potential for high sensitivity (potential for archaeological resources)" (page 5.8-4). Natividad Creek is located about ¾ of a mile east of the project site.

Basin Research Associates prepared an Archaeological Assessment Report (*Laurel Natividad Conceptual Alternatives Development Project, Salinas, Monterey County, California*) in September 2009 for the County of Monterey on all of the County property in the vicinity including the proposed project site. An extensive records search was conducted, and Basin Research Associates concluded that although several reports have been prepared for projects within the County's property, there are no recorded prehistoric or historic era sites within or adjacent to the project site.

In addition, an archaeological field inventory was conducted. No prehistoric or significant historic era cultural material or architectural features were observed during the field inventory, although the proposed project site is highly disturbed with urban development and surface evidence of buried resources would not likely be present. Basin Research Associates concluded that development could proceed in regard to prehistoric and historic archaeological resources. No subsurface testing for buried archaeological resources appears necessary based on the perceived low sensitivity for buried archaeological resources.

Although the sensitivity for buried resources is low, there is always the possibility that significant resources may be discovered during earth-moving activities; therefore, the following mitigation will be applied to the project:

Mitigation Measure

CR-1 Due to the possibility that significant buried cultural resources might be found during construction, the following language shall be included as notes on all building and grading plans, subject to the review and approval of the Monterey County RMA - Planning Department:

> If, during the course of construction, cultural, archaeological, historical or paleontological resources are uncovered at the site (surface or subsurface resources) work shall be halted immediately within 50 meters (165 feet) of the find until a qualified professional archaeologist can evaluate it. Monterey County RMA - Planning and a qualified archaeologist (i.e., an archaeologist registered with the Register of Professional Archaeologists) shall be immediately contacted by the responsible individual present on-site. When contacted, the project planner and the archaeologist shall immediately visit the site to determine the extent of the resources and to develop proper mitigation measures required for the discovery.

Monterey County RMA – Public Works will be responsible for implementation of this mitigation measure.

Monitoring Actions

During grading and construction activities the contractor shall keep a certified daily log of each activity performed during construction including date and photographs, as necessary. Monthly reports shall be submitted to the Monterey County RMA - Planning Department. Failure to submit a report, or failure to comply with the requirements of the mitigation measure, shall cause all work to be stopped until the report is received and approved by the Monterey County RMA - Planning Department.

This mitigation measure and monitoring action shall be included as notes on the building and grading plans. Implementation of this mitigation measure will reduce the impact to less than significant.

Impact – Disturbance of Human Remains (Less than Significant)

Although there is no evidence of buried human remains on the project site, there is always the possibility accidental discovery of human remains during earth moving and construction activities; therefore, the following mitigation regarding disturbance of human remains will be applied to the project:

Mitigation Measure

CR-2 Due to the possibility of accidental discovery of human remains during construction, the following language shall be included as notes on all building and grading plans, subject to the review and approval of the Monterey County RMA - Planning Department:

> If, during the course of construction, human remains are found, there will be no further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent human remains until the Monterey County Sheriff contacts the coroner of Monterey County to determine that no investigation of the cause of death is required. If the coroner determines the remains to be Native American, the coroner shall contact the Native American Heritage Commission within 24 hours. The Native American Heritage Commission shall identify the person or persons it believes to be the most likely descendent (MLD) from the deceased Native American. The MLD may then make recommendations to the landowner or the person responsible for the excavation work, for means of treating or disposing of, with appropriate dignity, the human remains and associated grave goods as provided in Public Resources Code Section 5097.98. The landowner or his authorized representative shall rebury the Native American human remains and associated grave goods with appropriate dignity on the property in a location not subject to further disturbance if: a) the Native American Heritage Commission is unable to identify a MLD or the MLD failed

to make a recommendation within 24 hours after being notified by the commission; b) the descendent identified fails to make a recommendation; or c) the landowner or his authorized representative rejects the recommendation of the descendent, and the mediation by the Native American Heritage Commission fails to provide measures acceptable to the landowner.

Monterey County RMA – Public Works will be responsible for implementation of this mitigation measure.

Monitoring Actions

During grading and construction activities the contractor shall keep a certified daily log of each activity performed during construction including date and photographs, as necessary. Monthly reports shall be submitted to the Monterey County RMA - Planning Department. Failure to submit a report, or failure to comply with the requirements of the mitigation measure, shall cause all work to be stopped until the report is received and approved by the Monterey County RMA - Planning Department.

This mitigation measure and monitoring action shall be included as notes on the building and grading plans. Implementation of this mitigation measure will reduce the impact to less than significant.

3.4 GEOLOGY AND SOILS

This section addresses geology and soils in relation to implementation of the proposed project. In evaluating these resources, this section includes an analysis of the potential geology and soils-related impacts and presents mitigation measures for reducing the identified impacts. This section is based on a geotechnical investigation prepared for the project (*Geotechnical Investigation Design Phase for Monterey County Adult Jail Housing Addition Salinas, California*) prepared by Butano Geotechnical Engineering, Inc. in May 2013. The geotechnical investigation is included as Appendix D in this EIR.

No comments on specific geology and soil issues were received by the County as part of the NOP process.

Environmental Setting

Regional Geology

The project site is located in the central portion of the Coast Ranges physiographic province of California. Geology in this area is dominated by a complex system of strike-slip faults associated with transform motion between the Pacific and North American crustal plates. The San Andreas Fault is the most important among the strike-slip faults. It forms a boundary between the North American and Pacific crustal plates and separates major basement assemblages, with granitic and metamorphic basement rocks of the Salinian Block to the southwest and Franciscan Formation subduction melange to the northeast of the fault, respectively. The region is highly active tectonically and includes other major, active strike-slip faults, as well as active folding and thrust faulting associated with convergence of the North American and Pacific tectonic plates at the continental margin.

The geologic history of the region, like the rest of central coastal California is very complex. In the past few hundred million years, this region has been the site of collisions between crustal plates, resulting in a complex geologic structure. The San Andreas Fault has slivered south and central California with horizontal offsets measuring hundreds of miles. For about the last one million years, however, the region can be characterized as a nominally subsiding basin that has been dominated by river deposition in conjunction with fluctuating sea levels caused by cycles of continental glaciations. This interplay has given rise to a series of river deposits inter-layered or overlain by sand dune and marine terrace deposits.

Faulting

A fault is defined as a planar or gently curving facture in the earth's crust along which there has been relative displacement. Movement within a fault causes an earthquake. Generally, earthquakes are associated with faults exposed at the earth's surface. A fault is considered "active" if it has had surface displacement within the last 11,000 years or is included in an Alquist-Priolo Earthquake Fault Zone, as established by the State Division of Mines and Geology. A fault is considered "potentially active" if it has experienced movement within Quaternary time (1.6 million years before the present). Faults that have not moved within the last 1.6 million years are generally considered inactive.

As identified in the geotechnical investigation prepared for the project, and the Monterey County 2007 General Plan Draft EIR (Exhibit 4.4.1), the project site is not located in the vicinity of an earthquake fault zone. The site is approximately 11 miles from the San Andreas Fault. The nearest fault is the Reliz Fault, located a little less than six miles west of the project site, in the vicinity of the Salinas River. No fault traces are mapped on the proposed project site.

Ground Shaking

When movement occurs along a fault, the energy generated is released as waves which cause ground shaking. Ground shaking intensity varies with the magnitude of the earthquake, the distance from the epicenter, and the type of rock sediment through which the seismic waves move. The geological characteristics of an area can, therefore, be a greater influence on ground shaking intensity than its distance to the earthquake epicenter. The most serious direct earthquake hazard is damage to or collapse of buildings and other structures caused by ground shaking.

Exhibit 4.4-2 in the Monterey County 2007 General Plan Draft EIR shows the degree of ground shaking hazards throughout the County. The project site and greater Salinas area as a whole are within a zone in which potential ground shaking intensity is relatively low relative to areas in the southeast of the County that are in proximity to the San Andreas. Nevertheless, due to the presence of a range of potentially active and active faults in the County, ground shaking hazard persists throughout much of the County.

Ground Failure

Liquefaction. Liquefaction related ground failures occur when generally loose, saturated, cohesionless soils (i.e., poorly graded sands or sandy layers within fine-grained flood-plain or slough deposits) consolidate under the effects of seismic shaking and lose shear strength, causing them to behave like a liquid. Ground deformation accompanying liquefaction may occur as differential settlement, lurch cracking, or lateral spreading. The relative liquefaction susceptibility of the project site is low (Monterey County 2007 General Plan Draft EIR, Exhibit 4.4.3) and the project site has a low potential for soil erosion (Monterey County 2007 General Plan Draft EIR, Exhibit 4.4.5).

Non-Liquefaction Related Ground Failures

Non-liquefaction-related ground failures induced by seismic shaking include ground cracking, settlement, and landsliding, as described below.

Ground Cracking. Ground cracking such as that observed in the Santa Cruz Mountains during the 1989 Loma Prieta earthquake appears as open fissures or cracks in the ground, particularly along the crests of ridges. These cracks may measure from a fraction of an inch to several feet wide.

Settlement. Seismically induced settlement can occur due to consolidation of loose, granular soils above the water table during strong seismic shaking.

Seismic Landsliding. Seismically induced landsliding refers to landslides that are triggered by strong earthquake shaking. Landslide is a general term referring to the downslope movement of soil and/or rock en masse, under the influence of gravity. The proposed project site is relatively flat with very gentle gradients to the south. Due to the flat terrain and the strength of the underlying geologic units, there has been no history of landsliding in the general project area.

Project Site Soils and Soils Hazards

The project site foundation zone soils consist of lean and fat clays. The clays are stiff to very stiff. Expansion Index tests were performed on multiple bulk samples within the foundation zone. The results vary between two and 78 indicating an expansion potential varying from low to medium.

The existing adult detention facility within the existing cyclone fencing is underlain by approximately two feet of fill. The soil sampled during the geotechnical investigation exploration is very stiff to hard.

The soil encountered in the upper 10 feet generally consists of lean and fat clays. As identified in the geotechnical investigation, the soils on site have a low percolation rate.

Expansive Soils. Expansive soils are susceptible to expansion or contraction as moisture content changes. Expansive soils swell when wet and shrink when dry, which can damage buildings that are not designed properly. Clay soils are especially prone to shrink or swell due to their high water holding capacity and elastic qualities. The geotechnical investigation concluded that the project site is underlain by potentially expansive soil.

Erosion Hazard. Erosion is the general process where surficial earth materials are loosened, dissolved or worn away and simultaneously moved from one place to another by water or wind. The area of proposed expansion has been previously graded and is relatively flat with very gentle gradients to the south. No drainage courses cross the property. Therefore, the potential for significant erosion at the existing site is low.

Policy and Regulatory Setting

State

Alquist-Priolo Earthquake Fault Zoning Act. The Alquist-Priolo Earthquake Fault Zoning Act was passed in 1972 to mitigate the hazard of surface faulting to structures for human occupancy. This state law was a direct result of the 1971 San Fernando Earthquake, which was associated with extensive surface fault ruptures that damaged numerous homes, commercial buildings, and other structures.

The Act's main purpose is to prevent the construction of buildings used for human occupancy on the surface trace of active faults. The Act addresses only the hazard of surface fault rupture, and is not directed toward other earthquake hazards.

Local agencies must regulate most development projects within the zones. Before a project can be permitted, cities and counties must require a geologic investigation to demonstrate that proposed buildings will not be constructed across active fault. A licensed geologist must prepare an evaluation and written report of a specific site. If an active fault is found, a structure for human occupancy cannot be placed over the trace of the fault and must be set back from the fault (generally 50 feet).

Seismic Hazards Mapping Act. Public Resources Code Section 2699 directs cities and counties to "take into account the information provided in available seismic hazard maps" when it adopts or revises the safety element of the general plan and any land-use planning or permitting ordinances. Cities and counties should consider the information presented in these guidelines when adopting or revising these plans and ordinances.

The Seismic Hazards Mapping Program, developed by the California Geologic Survey, uses geologic maps to help account for the effect earth materials have on damaging ground shaking and ground failure to structures during an earthquake. In the Seismic Hazards Mapping Program, earth materials are classified according to their adverse effects on buildings and other man-made structures. Development in seismic hazard areas is subject to policies and criteria established by the California Geologic Survey. Approval of development on a site within a seismic hazard area requires the preparation of a geotechnical report and local agency consideration of the policies and criteria set forth by the California Geologic Survey.

Uniform Building Code. The regulatory environment for the design and construction industries consists of building codes and standards covering local, state, federal, land use and environmental regulations. Building codes and standards are developed specifically for the purpose of regulating the life-safety, health and welfare of the public with respect to building construction and maintenance. Once adopted, building codes become law.

The Uniform Building Code (UBC) was first enacted by the International Conference of Building Officials (ICBO) on October 18-21, 1927. Revised editions of this code have been published approximately every three years since that time. In California, the California Building Code (CBC) is used, which incorporates by adoption the UBC and includes necessary California amendments.

California Building Code. The California Building Code regulates new building construction in California by providing standards for building design. The CBC is codified in Title 24 of the California Code of Regulations. It incorporates the Uniform Building Code, a widely adopted model building code in the United States. The CBC contains specific requirements for seismic safety, excavation, foundations, retaining walls and site demolition. It also regulates grading activities, including drainage and erosion control. The County of Monterey has not adopted any local modifications to the California Building Code.

Impacts, Analysis and Mitigation Measures

Methodology

Potential impacts are evaluated in the context of state and any applicable local policies and regulations including the *2010 Monterey County General Plan* and the initial study prepared for the project (Appendix A). The reader is directed to Section 4.0 (Cumulative Impacts) of this EIR for analysis of cumulative geology and soils impacts.

Standards of Significance

The County utilizes the environmental checklist contained in CEQA Guidelines appendix G as a basis for standards of significance. As identified in the initial study prepared for the project (Appendix A), the standards of significance listed below are applicable to the proposed project.

- Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving:
    - strong seismic ground shaking; or
    - seismic-related ground failure including liquefaction;
- Result in substantial soil erosion or the loss of topsoil;
- Be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in liquefaction or collapse; or
- Be located on an expansive soil, as defined in Table 18-1-B of the current Uniform Building Code, creating substantial risks to life or property.

Impact: Expose People or Structures to Substantial Adverse Effects Involving Seismic Ground Shaking or Seismic Related Ground Failure (Less than Significant)

Future development and operation of the proposed project could expose people or structures to hazards due to seismic activity. Intense seismic shaking may occur at the site during the design lifetime of the proposed structure from an earthquake along one of the local fault systems. The transmission of earthquake vibrations from the ground into the structure may cause structural damage.

The seismic provisions in the 2010 California Building Code (CBC) are minimum load requirements for the seismic design for the proposed structure. The provisions set forth in the 2010 CBC will not prevent structural and nonstructural damage from direct fault ground surface rupture, coseismic

ground cracking, liquefaction and lateral spreading, seismically induced differential compaction, seismically induced landsliding, or seismically induced inundation. The geotechnical investigation provides design recommendations to ensure potential risk to people or structures to hazards due to seismic activity would be reduced. Implementation of the report recommendations would ensure the potential impacts associated with ground shaking would be less than significant.

Impact: Soil Erosion or the Loss of Topsoil (Less than Significant)

The proposed project site has been previously graded and is relatively flat with very gentle gradients to the south. No drainage courses cross the property. The currently proposed development does not include significant changes to the surface gradients.

Erosion control plans, storm water plans and watershed protection plans are three types of erosion related plans required for specific projects in the County of Monterey. Erosion control plans must indicate how sediment will be kept on site. Erosion control plans are required for building, grading and land clearing.

The County enforces erosion control measures to eliminate and prevent conditions of accelerated erosion that have led to, or could lead to degradation of water quality, loss of fish habitat, damage to property, loss of topsoil or vegetation cover, disruption of water supply, and increased danger from flooding (://www.co.monterey.ca.us/building/build_info/grading.htm).

Implementation of the County's standard requirements for erosion control would ensure that potential impacts associated with soil erosion or loss of topsoil would be less than significant.

Impact: Unstable Soils/Expansive (Less than Significant)

As identified in the geologic investigation prepared for the proposed project, the site is underlain by potentially expansive soil within the foundation zone. The report provides two detailed design options that would address the potential for heave. This includes a structural slab-on-grade (no soil improvement) or soil improvement to alter the swelling characteristics of the soil and found the structure on a conventional shallow foundation with non-structural slab-on-grade floors. Implementation of the report recommendations would ensure the potential impacts associated with expansive soils would be less than significant.

3.5 GREENHOUSE GAS EMISSIONS

This section of the EIR analyzes the effects project construction activities and project operations could have on global climate change. Information to prepare this section is based on a variety of sources, with key sources including results of CalEEMod emissions modeling as included in Appendix B and the information in the *CEQA Air Quality Handbook, a Guide for Assessing the Air Quality Impacts for Projects Subject to CEQA Review* (SLOAPCD 2012).

No comments pertaining to climate change were received in response to the NOP.

Environmental Setting

Science of Climate Change

Recognition and Response. The international scientific community has concluded with a high degree of confidence that human activities are causing an accelerated warming of the atmosphere. The resulting change in climate has serious global implications and consequently, human activities that contribute to climate change may have a potentially significant effect on the environment. In recent years, concern about climate change and its potential impacts has risen dramatically. That concern has translated into a range of international treaties and national and regional agreements aimed at diminishing the rate at global warming is occurring. The federal government has begun to tackle concerns about climate change through a range of initiatives and regulatory actions. Many states and local agencies, private sector interests, and other public and private interests have also taken initiative to combat climate change. At the state level, California has taken a leadership role in tackling climate change, as evidenced by the programs outlined in the Regulatory Setting section below.

Causes and Effects of Climate Change. Temperatures at the Earth's surface increased by an estimated 1.4°F (0.8°C) between 1900 and 2005. The past decade was the warmest of the past 150 years and perhaps the past millennium. The warmest 23 years on record have occurred since 1980. The years of 2005 and 2010 were the warmest on record for the United States (NOAA 2011). Scientific consensus is that this warming is largely the result of emissions of carbon dioxide (CO2) and other greenhouse gases from human activities including industrial processes, fossil fuel combustion, and changes in land use, such as deforestation.

Unaddressed, climate change will have significant impacts across the United States and around the world. The generalized potential effects of climate change in California have been summarized by the California Environmental Protection Agency in its April 2006 report entitled, Climate Action Team Report to Governor Schwarzenegger and the Legislature. Among the key effects are: substantially reduced availability of water supply; temperature increases projected at 8.0 to 10.4

degrees Fahrenheit under more severe emissions scenarios; exacerbation and acceleration of coastal erosion; impacts on surface water quality from seawater intrusion into the Sacramento Delta; general decline in agricultural production resulting from increased scarcity of water supply; increased vulnerability of natural areas and agricultural production from rising temperatures and increases in potential pest infestation; increased growth rates and expanded ranges of weeds, insect pests, and pathogens with elevated temperatures; increased energy demand especially during hot summer months; and economic impacts resulting from reduced winter recreation.

Numerous climate change models have been developed since the Climate Action Team report noted above was released in 2006. Over time, modelers have been refining the models themselves as well as the inputs to the models in an effort to more precisely project climate change impacts. For example, refined modeling of conditions in the San Francisco Bay Area conducted by Scripps Institute for Oceanography for the California Energy Commission suggests that by the end of the twenty-first century, the range of warming ranges from about 2°C to 6°C (about 3.5 °F to 11°F) under one model scenario, with temperatures averaging 1.5°C greater under a second scenario (Cayan, Tyree, and Iacobellis 2012). The California Energy Commission has funded the Cal-Adapt program, which has developed on-line compendium of climate change information for California that, among other things, identifies a range of future global warming scenarios that can be accessed interactively. This information can be found at: http://cal-adapt.org/page/about-caladapt.

Greenhouse Gases. Gases that trap heat in the atmosphere are called greenhouse gases (GHGs). GHGs are emitted by natural processes and human activities. The human-produced GHGs most responsible for global warming and their relative contribution it are carbon dioxide, methane, nitrous oxide and chlorofluorocarbons. The contribution of these GHGs to global warming is summarized in Table 10, GHG Types and Their Contribution to Global Warming.

Table 10 GHG Types and Their Contribution to Global Warming

Greenhouse Gas	Percent of all GHG	Typical Sources
Carbon dioxide ()	83.0 percent	Combustion of fuels, solid waste, wood
Methane ()	10.3 percent	Fuel production/combustion; livestock, decay of organic materials
Nitrous Oxide ( )	4.5 percent	Combustion of fuels, solid waste; agricultural and industrial processes
Chlorofluorocarbons (CFCs)	2.2 percent	Industrial processes

Note: Percentages reflect weighting for global warming potential.

Source: EPA 2011

Greenhouse Gas Global Warming Potentials. Each type of GHG has a different capacity to trap heat in the atmosphere and each type remains in the atmosphere for a particular length of time. The ability of a GHG to trap heat is measured by an index called the global warming potential expressed as carbon dioxide equivalent. Carbon dioxide is considered the baseline GHG in this index and has a global warming potential of one. Methane has a global warming potential of 21 times that of carbon dioxide and nitrous oxide has a global warming potential of 310 times that of carbon dioxide. The families of chlorofluorocarbons, hydrofluorocarbons and perfluorocarbons have a substantially greater global warming potential than other GHGs, generally ranging from approximately 1,300 to over 10,000 times that of carbon dioxide. While carbon dioxide represents the vast majority of the total volume of GHGs released into the atmosphere, the release of even small quantities of other types of GHGs can be significant for their contribution to climate change.

The GHG volume produced by a particular source is often express in terms of carbon dioxide equivalent (CO2e). Carbon dioxide equivalent describes how much global warming a given type of GHG will cause, with the global warming potential of CO2 as the base reference. It is useful because it allows comparisons of the impact from many different GHGs, such as methane, perfluorocarbons or nitrous oxide. If a project is a source of several types of GHGs, their individual global warming potentials can be standardized and expressed in terms of CO2e.

Inventories of Greenhouse Gases

World/U.S. Estimates of GHG Emissions. In 2004, total worldwide GHG emissions were estimated to be 49,000 teragrams carbon dioxide equivalent (Intergovernmental Panel on Climate Change 2007). A teragram equals one million metric tons. In 2009, U.S. GHG emissions were 6,633.2 teragrams carbon dioxide equivalent (CO2e). GHG emissions vary annually due to factors such as weather, economic conditions, and cost of various energy sources. The highest GHG emissions year in the United States was 2007, with total emissions of 7,263 teragrams CO2e. In 1990, the year frequently used as a baseline for emissions, GHG emissions in the United States were 6,182 teragrams CO2e (EPA 2011).

California GHG Emissions Inventory. California is a substantial contributor of global greenhouse gases. Based on CARB's most recent state GHG inventory (August 2013), a net of about 448 million tons of carbon dioxide (CO2) equivalents (CO2e) were generated in 2011 (CARB 2013). In 2011, about 38 percent of all GHG gases emitted in the state came from the transportation sector. Electric power generation (in state generation and out of state generation for imported electricity) and industrial uses were the second and third largest categories at about 20 percent and 21 percent, respectively. The commercial and residential use sectors combined to generate about 10 percent of the 2011 emissions, while the agricultural sector contributed about seven percent. Other sources include high global warming potential gases at about three percent and landfill waste emissions at about one percent of the total state inventory.

Monterey County GHG Emissions Inventory. Greenhouse gas emissions generated in Monterey County represent a small fraction of the statewide emissions inventory. In 2006, the County conducted a GHG emissions inventory as part of its general plan update. Table 4.16-1 in the *Monterey County Draft Environmental Impact Report, Monterey County 2007* includes the results of the inventory (Monterey County 2008). At that time, about 1,394,404 million tons of CO2e was estimated to have been generated in the County. This compares to approximately 484 million tons of CO2e emitted in California in 2006. As with most cities and counties in the state, the primary source of GHG emissions is the transportation sector (cars and trucks). On-road sources of emissions accounted for about 46 percent of all emissions generated in the County. Approximately 15 percent of total emissions were created by electricity generation, 14 percent by industrial processes, 14 percent from combustion of natural gas, eight percent from agricultural equipment fuel use, and two percent from landfill emissions.

In 2009 a narrative report was produced by the Association of Monterey Bay Area Governments Energy Watch Program in collaboration with PG&E (*County of Monterey Greenhouse Gas Emissions Inventory 2009 Community Wide Update Report*). The report found that overall GHG emissions from the County's unincorporated areas increased six percent from baseline 2005 to 2009. The increase in emissions was spread across nearly all sectors, with double-digit growth taking place in both the residential and solid waste sectors.

Regulatory Setting

Federal, state, and regional policy and regulations pertaining to climate change is summarized below.

International and Federal

In 1988, the United Nations and the World Meteorological Organization established the Intergovernmental Panel on Climate Change to assess "the scientific, technical and socioeconomic information relevant to understanding the scientific basis of risk of human-induced climate change, its potential impacts, and options for adaptation and mitigation."

In March 1994, the United States joined a number of countries around the world in signing the United Nations Framework Convention on Climate Change. Under the Convention, governments gather and share information on GHG emissions, national policies, and best practices; launch national strategies for addressing GHG emissions and adapting to expected impacts, including the provision of financial and technological support to developing countries; and cooperate in preparing for adaptation to the impacts of climate change.

The Kyoto Protocol, which went into effect in February 2005, was an outcome of the United Nations Framework Convention on Climate Change. Countries that sign the Protocol are required to demonstrate their commitment to reduce their emissions of GHGs or engage in emissions trading. About 170 countries had, at one point, signed the Protocol. Industrialized countries are required to reduce their GHG emissions by an average of five percent below their 1990 levels by 2012. The U.S. Senate approved a non-binding "Sense of the Senate" resolution in July 1997 by a margin of 95-0 that expressed opposition to the treaty's provisions, most notably the disparity in GHG emissions reduction obligations between industrialized nations and developing nations. In 2001, President George W. Bush indicated that he would not submit the treaty to the U.S. Senate for ratification, which effectively ended American involvement in the Kyoto Protocol. International leaders have since met periodically to address the future of international climate change commitments post-Kyoto.

Coinciding with the opening of the Copenhagen Climate Conference, in December 2009, the EPA issued an Endangerment Finding under Section 202(a) of the Clean Air Act, opening the door to federal regulation of GHGs. The Endangerment Finding notes that GHGs threaten public health and welfare and are subject to regulation under the Clean Air Act. The final findings were published in the Federal Register on December 15, 2009 and became effective on January 14, 2010.

Federal regulation of GHGs can occur through other means, such as fuel efficiency standards. President Obama put into motion a new national policy to increase fuel economy for all new cars and trucks sold in the United States. The new standards would cover model years 2012 through 2016, and would require an average fuel economy standard of 35.5 miles per gallon in 2016. The U.S. EPA and the National Highway Traffic Safety Administration, on behalf of the U.S. Department of Transportation, released a notice of intent to conduct joint rulemaking to establish vehicle GHG emissions and fuel economy standards in May 2009. The final standards were adopted by the U.S. EPA and the Department of Transportation on April 1, 2010.

State

State policy and regulatory guidance has grown out of its effort to meet goals under landmark Assembly Bill 32 (AB 32), the Global Warming Solutions Act, which was passed in 2006. Several other legislative acts, executive orders, and opinions from the California State Attorney General have provided further GHG emissions reduction guidance and reinforced CEQA as the appropriate evaluation tool for assessing climate change impacts of new development.

California Assembly Bill 32. The California Global Warming Solutions Act of 2006 requires CARB to adopt rules and regulations that would achieve GHG emissions equivalent to statewide levels in 1990 by 2020. Among its key components are:

- Identify a list of discrete early action GHG emission reduction measures that can be implemented prior to the adoption of the statewide GHG limit and the measures required to achieve compliance with the statewide limit;
- Adopt a statewide GHG emissions limit that is equivalent to the 1990 level (an approximate 25 percent reduction in existing statewide GHG emissions);
- Adopt regulations to implement the early action GHG emission reduction measures;
- Adopt quantifiable, verifiable and enforceable emission reduction measures by regulation that will achieve the statewide GHG emissions limit by 2020, to become operative on January 1, 2012 at the latest; and
- Monitor compliance with and enforce adopted emission reduction measures.

The state is continuing to work to meet the milestones for implementing AB 32.

Scoping Plan. CARB's AB 32 Scoping Plan (hereinafter "Scoping Plan"), which was adopted by CARB in December 2008, contains the main strategies California will pursue to reduce greenhouse gas by approximately 169 million metric tons by the year 2020, or a reduction of approximately 30 percent from the 2020 projected emissions level of 596 million metric tons under a business-as-usual scenario. The strategies address reduced emissions for light-duty vehicles, the Low-Carbon Fuel Standard, a range of energy efficiency measures includes building and appliance energy efficiency, increasing the percentage of electricity generated by renewable sources, and implementation of a cap-and-trade program. With regard to land use planning, the Scoping Plan expects approximately 5.0 million metric tons CO2e will be achieved associated with implementation of Senate Bill (SB) 375, discussed further below.

AB 32 does not mandate action at the local level. However, the Scoping Plan identifies that local agencies should strive to reduce GHG emissions within their boundaries by 15 percent from 2008 levels by 2020 to help achieve emissions reductions needed to meet AB 32 goals.

Since the Scoping Plan was adopted, many of the measures included in it have been implemented or are in the process of being implemented. Among the most notable are implementation of the Low Carbon Fuel Standard and a GHG emissions cap-and-trade program. Under cap-and-trade, an overall limit on GHG emissions from capped sectors has been established and facilities subject to the cap will be able to trade permits (allowances) to emit GHGs. The program started on January 1, 2012. Enforceable compliance obligations started in 2013. The program applies to facilities that comprise 85 percent of the states GHG emissions.

In August 2011, CARB released a final supplement to the AB 32 Scoping Plan Functional Equivalent Document (CARB 2011). The supplement was prepared to provide a more in-depth analysis of the five alternatives to the Scoping Plan that were originally included in that document.

The supplemental analysis was conducted in response to litigation brought against CARB, which challenged the adequacy of the alternatives analysis contained in the Scoping Plan. The final supplement includes an update of the business as usual GHG emissions projections that were contained in the Scoping Plan. The update is based on current economic conditions (including the economic downturn) and on reduction measures from the Scoping Plan that are already in place. The updated 2020 business as usual emissions forecast of 507 million metric tones CO2e is lower than that contained in the 2008 Scoping Plan. With this forecast, only a 16 percent reduction below business as usual levels would be needed to return to 1990 levels (e.g. 427 million metric tons CO2e) by 2020.

California Senate Bill 97. Senate Bill 97 (SB 97), signed in August 2007, directed the California Office of Planning and Research to prepare, develop, and transmit to the California Natural Resources Agency guidelines for the feasible mitigation of GHG emissions adopted those guidelines in January 2010. SB 97 also describes the CEQA process as an appropriate tool for addressing and mitigating global warming impacts from new development projects that are subject to CEQA. In 2009, the California Office of Planning and Research adopted amendments to the CEQA Guidelines as directed by SB 97. The amendments provide guidance about analysis and mitigation approaches to incorporate into environmental documents.

In June 2008, the California Office of Planning and Research released a technical advisory entitled CEQA and Climate Change: Addressing Climate Change through California Environmental Quality Act (CEQA) Review. The California Office of Planning and Research recommended an analysis methodology that includes: 1) identifying sources of GHG emissions; 2) making a good-faith effort to calculate, model, or estimate the amount of GHG emissions from a project, including the emissions associated with vehicular traffic, energy consumption, water usage and construction activities; 3) determining the significance of the project GHG emissions; and 4) identifying and adopting feasible mitigation measures to reduce the identified impact if it is determined to be significant.

California Senate Bill 375. This 2008 bill sets forth a mechanism for coordinating land use and transportation on a regional level for the purpose of reducing GHGs. The focus is to reduce miles traveled by passenger vehicles and light trucks. CARB is required to set GHG reduction targets for each metropolitan region for the years 2020 and 2035. Regional organizations for each metropolitan area are responsible for working with CARB to set the reduction targets and to implement programs. SB 375 aligns the following: 1) regional transportation plans and policies; 2) housing policies and housing allocations; and 3) GHG emissions reductions for the transportation sector (passenger vehicles and light trucks).

Title 24 Standards/Energy Conservation. California's Energy Efficiency Standards for Residential and Nonresidential Buildings (California Code of Regulations, Title 24, Part 6) were first established in 1978 to reduce California's energy consumption. The standards were most recently updated in January 2010. Energy efficient buildings require less electricity, natural gas, and other fuels, the use of which creates GHG emissions.

California Assembly Bill No. 1493. AB 1493, enacted on July 22, 2002, required the CARB to develop and adopt regulations that reduce GHGs emitted by passenger vehicles and light-duty trucks. CARB estimates that the regulation will reduce GHG emissions from the light-duty/passenger vehicle fleet by 18 percent in 2020 and by 27 percent in 2030, compared to today.

Renewable Energy Legislation/Orders. The California Renewable Portfolio Standard Program, which requires electric utilities and other entities under the jurisdiction of the California Public Utilities Commission to meet 20 percent of their retail sales with renewable power by 2017, was established by SB 1078 in 2002. The renewable portfolio standard was accelerated to 20 percent by 2010 by SB 107 in 2006. The program was subsequently expanded by the renewable electricity standard approved by CARB in September 2010, requiring all utilities to meet a 33 percent target by 2020. The renewable electricity standard is projected to reduce greenhouse gas emissions from the electricity sector by at least 12 million metric tons of carbon dioxide equivalent in 2020.

Executive Order S-3-05. Governor Schwarzenegger announced on June 1, 2005, through Executive Order S-3-05, GHG emission reduction targets as follows: by 2010, reduce GHG emissions to 2000 levels; by 2020, reduce GHG emissions to 1990 levels; by 2050, reduce GHG emissions to 80 percent below 1990 levels. Some literature equates these reductions to 11 percent by 2010 and 25 percent by 2020.

Executive Order S-01-07. Issued on January 18, 2007, this order mandates that a statewide goal be established to reduce the carbon intensity of California's transportation fuels by at least 10 percent by 2020 and that a Low Carbon Fuel Standard for transportation fuels also be established.

Executive Order S-13-08. This Executive Order enhances the state's management of climate impacts from sea level rise, increased temperatures, shifting precipitation and extreme weather events. In December 2009, the California Natural Resources Agency released the 2009 California Climate Adaptation Strategy Discussion Draft. The document provides interim guidance to state and local agencies on planning for the impacts and risks of climate change.

California Green Building Standards Code. The Green Building Standards Code (CALGreen), requiring all new buildings in the state to be more energy efficient and environmentally responsible, took effect on January 1, 2011. These comprehensive regulations will achieve major reductions in greenhouse gas emissions, energy consumption and water use to create a greener California.

Monterey Bay Unified Air Pollution Control District. The Monterey Bay Unified Air Pollution Control District (hereinafter "Air District") has been in the process of developing guidance for evaluation of GHG emissions impacts for several years. In June 2011, the Air District proposed interim thresholds of significance for use in the CEQA analysis process. After release of the interim guidance, the Air District consulted with various stakeholders regarding the proposed thresholds. To date, the Air District has not formally adopted thresholds of significant or other district-specific guidance regarding analysis of GHG impacts as part of the CEQA process. However, they have been informally recommending that local lead agencies consider using thresholds of significance adopted by the San Luis Obispo Air Pollution Control District (hereinafter "SLOAPCD") as described in its *CEQA Air Quality Handbook, a Guide for Assessing the Air Quality Impacts for Projects Subject to CEQA Review* (SLOAPCD 2012), until such time as the Air District formally adopts its own thresholds of significance.

Monterey County Municipal Climate Action Plan. In November 2013, Monterey County adopted a municipal climate action plan (*Monterey County Municipal Climate Action Plan: Greenhouse Gas Reduction Plan for County Operations*) (MCAP). The MCAP provides information specific to County Government operations including 2005 GHG emissions (baseline emissions), a 2020 "Business As Usual Forecast" (assumes no action is taken to reduce emissions), and a plan containing specific measures outlining how Monterey County will reduce GHG emissions associated with County operations by at least 15% from 2005 levels by 2020.

Impacts, Analysis and Mitigation Measures

Methodology

The determination of whether the proposed project generates a significant volume of GHG emissions that could have a significant impact on the environment is based on the project GHG emissions volumes, as generated through CalEEMod GHG (found in Appendix B) and a comparison of the emissions volumes to the SLOAPCD's 4.9 metric tons CO2e/service population/year threshold of significance. As noted previously, neither the local Air District nor the County of Monterey has adopted a threshold of significance, but use of the SLOAPCD service population threshold enables a useful assessment of the potential GHG impacts of the proposed project. The threshold is deemed to be an appropriate comparative threshold. The inmate population for the proposed project is somewhat comparable to a residential population and the proposed project would also result in an increase in employment, that together, constitute the service population.

The service population for the project is 308, which is equivalent to the 276 additional inmates that would be housed at the facility plus the 32 new employees that would be retained to help operate the facility.

To quantify GHG emissions, two CalEEMod calculation scenarios were compared: Existing conditions at the detention facility (baseline) and Existing Plus Project conditions. The difference between model results for Existing and Existing Plus Project conditions represents project-related criteria air pollutant and GHG emissions.

Because the potential GHG impacts of the proposed project are inherently considered in a cumulative context, the analysis in this section is a cumulative impact assessment. The conclusions described in this section are referenced in Section 4.0, Cumulative Impacts.

Standards of Significance

CEQA Guidelines appendix G indicates that a project may have a significant effect on the environment if it would:

- Generate a significant amount of greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment; or
- Conflict with an applicable plan, policy or regulation adopted for the purpose of reducing the emissions of greenhouse gases.

Global climate change is, as the name implies, a global phenomenon. Greenhouse gas emissions released to the atmosphere from a variety of human activities and natural processes that occur across the globe are contributing to global warming. While the U.S. emits the largest per capita volume of GHGs of any country in the world, other major countries contribute substantial volumes of emissions that continue to grow on a per capita basis. Because climate change is a global phenomenon, it is highly unlikely that any one development project located anywhere in the world would have a significant individual impact on climate change. It is the sum total of contributions of development around the world that contribute to the problem. Hence, global climate change is inherently a cumulative effect. The individual contribution of a project to GHGs in the atmosphere can generally be quantified in terms of volume of greenhouse gas emissions that it generates as converted to CO2e. However, the precise indirect effects of that contribution are difficult if not impossible to identify due to the complexity of local, regional, and global atmospheric dynamics and to the broad scale at which global warming impacts such as sea level rise, increase in weather intensity, decrease in snowpack, etc. are known to occur.

Quantified Thresholds of Significance – Significant Amount of GHG Emissions

Though climate change is a cumulative, global issue, impacts of individual projects on climate change as assessed in the CEQA process are generally considered relative to the climate change context at the state, regional, and/or local jurisdiction boundary scale. CEQA thresholds of significance for GHG emissions address whether the incremental cumulative contribution of a specific project to GHG emissions is significant at the state, regional, and/or local scale. At the state scale, consistency with AB 32 is typically the appropriate threshold, since AB 32 is intended to reduce GHG emissions generated within the state. Where regional or local plans for reducing GHG emissions have been adopted, the thresholds contained in those plans generally serve as the appropriate threshold of significance. However, quantified thresholds of significance for GHG emissions have not yet been adopted by CARB at the state level, the Air District at the regional level, or the County at the local level.

Despite the fact that no regional or local quantified thresholds of significance have been adopted that are applicable to the proposed project, the SLOAPCD has developed and adopted quantified GHG emissions thresholds of significance for use as guidance by local lead agencies within its boundary. The local Air District has informally recommended that until it develops thresholds for projects in Monterey County, use of the SLOAPCD thresholds is appropriate for evaluating GHG impacts of projects within the local Air District boundary. The thresholds are based on an analysis methodology contained in the *SLOAPCD Greenhouse Gas Thresholds and Supporting Evidence* (SLOAPCD 2012). That document presents the methodology and substantial evidence used to determine the thresholds. The SLOAPCD thresholds are described for informational purposes, and because of their relevance and recommended use, the thresholds are used as guide for evaluating the significance of project impacts.

The SLOAPCD's *CEQA Air Quality Handbook, a Guide for Assessing the Air Quality Impacts for Projects Subject to CEQA Review* (SLOAPCD 2012) contain its GHG thresholds. One of three thresholds can be used to assess the significance of a project's GHG impacts: 1) consistency with a qualified GHG reduction plan, 2) generation of 1,150 metric tons CO2e per year or less, or 3) generation of 4.9 metric tons CO2e per service population per year. Regarding the third threshold, the service population is defined as the sum of the new resident population and new employees generated by a land development project. A development's total GHG emissions volume is divided by the service population to yield a GHG efficiency metric that is presented in terms of metric tons of CO2e per service population per year.

In the broadest context, the thresholds were established to guide development within the boundaries of the SLOAPCD to reduce GHG emissions consistent with the targets identified in AB 32. These thresholds provide an understanding of GHG emissions volumes above which the SLOAPCD has concluded, based on substantial evidence, that the contribution of GHG emissions from individual projects should be deemed significant.

Impacts and Mitigation Measures

Impact: Generation of GHG Emissions (Less than Significant)

Implementation of the proposed project would generate GHG emissions both during construction and operation. For modeling purposes, construction was assumed to occur over a two-year period estimated to begin in 2016 and end in 2018 with a fully operational date of 2019. Defaults provided in CalEEMod have been used for the number and type of construction equipment to be utilized during the construction process and for other construction emissions because more project specific data is not yet available.

Table 11, Unmitigated Construction GHG Emissions, presents the one-time GHG emissions from constructing the proposed project. As identified, construction emissions from construction would be a total of about 724.53 metric tons CO2e. These values are taken from Section 2.1, Overall Construction, of the CalEEMod model results included in Appendix B.

Table 11 Unmitigated Construction GHG Emissions (metric tons)

Bio CO2	NBio CO2	CH4	N2O	CO2e
0.00	722.14	0.11	0.00	724.53

Source: CalEEMod, EMC Planning Group 2014

Notes: Abbreviations: CH4 – methane, CO2 - carbon dioxide, N2O - nitrogen dioxide, CO2e - carbon dioxide equivalents,

Modifications to several of the default CalEEMod model values used to calculate operational emissions were made as described in Appendix B. Modifications included use of project-specific average daily vehicle trip generation data, and adjustments to energy, water, and solid waste assumptions to more closely reflect the institutional character of an adult detention facility. Project-specific trip generation values were obtained from the traffic impact analysis report prepared for the project as described in Section 3.7, Traffic and Circulation.

Table12, Unmitigated Operational GHG Emissions, shows the annual project operational emissions volume. These values are taken from Section 2.2, Overall Operational Emissions of the CalEEMod model results included in Appendix B.

Table 12 Unmitigated Operational GHG Emissions (metric tons/year)

Source	CO2e
Area Source	0.01
Energy	904.41
Mobile Source	185.67
Waste	56.85
Water	-35.91
Subtotal	**1,111.01**
Service Population (additional inmates plus additional employees) = 308	
Service Population GHG Emissions = 3.61 metric tons CO2e/service population/year	

Source: CalEEMod, EMC Planning Group 2014

Notes: CO2e is an abbreviation for carbon dioxide equivalents.

The CalEEMod results in Appendix B include analysis of GHG emissions from the existing adult detention facility operations. Emissions were calculated by modeling development including the existing adult detention facility (baseline)and development, and then subtracting out the baseline emissions.

As identified in Table 12 above, GHG emissions would total approximately 1,111.01 metric tons CO2e per year.

Typically, new development projects generate a majority of their operational GHG emissions from mobile sources, including cars and trucks. As noted previously, transportation is the largest source of GHG emissions in the state. However, as can be seen in Table 12, the proposed project is of a different character in this regard. As is described in Section 3.7, Traffic and Circulation, the project would not generate a substantial volume of daily vehicle trips. For example, during the AM peak hour, only 21new trips would be generated, all by employees. Given the low vehicle trip generation, GHG emissions from mobile sources are a much lower percentage of total emissions than for a typical development project.

The primary source of GHG emissions is from off-site generation of electricity needed to meet demand for the operation of project facilities. Building electricity use will constitute the greatest source of electricity demand and hence, generate the greatest volume of indirect GHG emissions.

As described in the Methodology section above, evaluation of GHG impacts is based on comparison to the SLOAPCD service population threshold of significance of 4.9 metric tons CO2e/service population/year.

As identified in Table 12 above, with annual emissions at 1,111.01 metric tons CO2e/year and a service population of 308, the proposed project would result in GHG emissions of 3.6 metric tons CO2e/service population/year. GHG emissions from the project are less than the comparative threshold of 4.9 metric tons/service population/year. Therefore, the proposed project's contribution to global climate change is not considerable and the impact is less than significant.

Impact: Inconsistency with Greenhouse Gas Emissions Plan (No Impact)

In November 2013, the County adopted a plan for reducing GHG emissions from government operations (MCAP). The proposed project was established as a capital project with a certain budget prior to the adoption of the MCAP; and therefore is not subject to the plan. However, the proposed project is generally consistent with the MCAP's intent to reduce GHG's and increase efficiency as identified in the following project objectives:

- Be cost efficient to build and operate; and
- Be energy efficient and environmentally-friendly to reduce operating costs.

As discussed above, the Air District has informally recommended that until it develops thresholds for projects in Monterey County, use of the SLOAPCD thresholds is appropriate for evaluating GHG impacts of projects within the Air District boundary. The thresholds are based on an analysis methodology contained in the SLOAPCD Greenhouse Gas Thresholds and Supporting Evidence (SLOAPCD 2012). That document presents the methodology and substantial evidence used to determine the thresholds including goals to reduce GHG emissions consistent with the directive of California Assembly Bill 32. The proposed project is below the thresholds established by the SLOAPCD as discussed above. There is no impact due to an inconsistency with greenhouse gas emissions plans.

3.6 HYDROLOGY AND WATER QUALITY

This section of the EIR addresses project impacts related to hydrology and water quality. The discussion in this section is based on information contained in the *Monterey County Jail Housing Addition Project - Hydrology Study* memo ("hydrology study memo") and the water system portion of the *Monterey County Jail Housing Addition Project Water System, Sanitary Sewer System and Gas System Improvements* memos ("water system memo") prepared by BKF Engineers dated August 19, 2013. The memos are included as Appendix E and Appendix F in this EIR.

Comments regarding hydrology and water quality were received from the City of Salinas during the NOP process.

Environmental Setting

Groundwater Conditions

The project area lies within the Salinas Valley Groundwater Basin. The Salinas Valley Groundwater Basin is divided into eight area subbasins. Over the years, the Salinas Valley Groundwater Basin has experienced overdraft, a condition where more water is pumped out of an aquifer than is recharged on an average yearly basis. This overdraft condition causes a decline in the water level, which allows seawater intrusion to occur or streams and rivers to go dry. When this occurs, the wells in the affected aquifers must either be deepened or abandoned, or water must be treated to dilute the salt concentration.

Drainage Conditions

The project area is within the Carr Lake watershed. In the area west of the existing adult detention facility, the site is mostly developed with buildings, roadways, and surface parking lots. Runoff from the project site generally flows from the east to the west. Runoff is collected in a system of inlets and pipes that ultimately outfall to the grassy drainage swale to the west of the site. The grassy swale conveys flow to a 48-inch diameter pipe that flows south where it exits the property.

Flood Hazards

As identified in the Salinas General Plan Final EIR, the project site is not within a 100 year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other flood hazard delineation map (Figure S-2 Flood Prone Areas).

According to the *2007 Monterey County General Plan Draft Environmental Impact Report* the Salinas Valley has the potential for severe inundation should either Naciemiento or San Antonio dams fail. However, the County concluded that the impact is unlikely (pages 4.3-195, 196).

Policy and Regulatory Setting

Federal Regulations

Federal Clean Water Act. Water quality objectives for all waters in the State of California are established under applicable provisions of Section 303 of the Clean Water Act (CWA) and the State Porter-Cologne Water Quality Control Act. The State Water Resources Control Board (SWRCB) and the Central Coast Regional Water Quality Control Board (RWQCB) are responsible for assuring implementation and compliance with the provisions of CWA and the Porter-Cologne Water Quality Control Act.

Section 401 of the CWA requires that any activity, including river or stream crossing during road, pipeline, or transmission line construction, which may result in discharges into a state water body, must be certified by the applicable RWQCB. This certification ensures that the proposed activity does not violate state and/or federal water quality standards. The U.S. Army Corps of Engineers (USACE) may issue either individual, site-specific permits or general, nationwide permits for discharge into U.S. waters.

Section 404 of the CWA requires a permit for any construction activities that place any kind of fill material into waters of the U.S. or into wetlands. A Water Quality Certification from the RWQCB pursuant to Section 401 of the CWA is required for Section 404 permit actions.

National Pollutant Discharge Elimination System. Point source discharges to surface waters are generally controlled through waste discharge requirements issued under the National Pollutant Discharge Elimination System (NPDES) permits. Although the NPDES program was established by the federal CWA, the U.S. EPA has delegated management of California's NPDES permit program to the SWRCB and the nine regional RWQCB offices. Issued in five-year terms, an NPDES permit usually contains components such as discharge prohibitions, effluent limitations, and necessary specifications and provisions to ensure proper treatment, storage, and disposal of the waste.

The 1987 amendments to the CWA (Section 402[p]) provided for the U.S. EPA regulation of several new categories of non-point pollution sources within the existing NPDES. In Phase 1, NPDES permits were issued for urban runoff discharges from municipalities of over 100,000 people, from plants in industries recognized by the U.S. EPA as being likely sources of storm water pollutants, and from construction activities that disturbed more than five acres. Phase II implementation, effective March 10, 2003, extended NPDES urban runoff discharge permitting to cities of 50,000 to 100,000, and to construction sites that disturb between one and five acres.

Construction activity on projects that disturb one or more acres of soil, or less than one acre but are part of a larger common plan of development that in total disturbs one or more acres, must obtain coverage under the General Permit for Discharges of Storm Water Associated with Construction Activity. Construction activity subject to this permit includes clearing, grading, and disturbances to the ground such as stockpiling or excavation, but does not include regular maintenance activities performed to restore the original line, grade, or capacity of a facility.

The Construction General Permit requires the development and implementation of a Storm Water Pollution Prevention Program (SWPPP). The SWPPP should contain a site map(s) that shows the construction site perimeter, existing and proposed buildings, lots, roadways, storm water collection and discharge points, general topography (both before and after construction), and drainage patterns across the project. The SWPPP must list best management practices that the discharger will use to protect storm water runoff and the placement of those best management practices. Additionally, the SWPPP must contain a visual monitoring program and a chemical monitoring program for "non-visible" pollutants to be implemented if there is a failure of best management practices.

State and Regional Regulations

Central Coast Regional Water Quality Control Board. Post-construction requirements for hydromodication control and Low Impact Development (LID) have been established for projects under the jurisdiction of the RWQCB, which covers all of Monterey County. These requirements provide "at-the-source" solutions to the impacts of development on watersheds and encourage runoff from watersheds to mimic pre-development conditions. The RWQCB requirements focus on infiltration as the primary means to treat runoff from smaller storms for water quality purposes and decrease the amount of runoff to protect water courses from erosion.

There are several impervious area thresholds that trigger various requirements. Site design and runoff reduction are triggered at 2,500 square feet of development, water quality treatment at 5,000 square feet, runoff retention at 15,000 square feet, and peak management at 22,500 square feet. Site design measures include defining a development envelope, conserving natural areas, concentration development on less permeable soils, etc. Runoff reduction measures encourage directing runoff to landscaping and LID structural control measures such as bioretention, rainwater harvesting and reuse, pervious pavement, vegetated roofs and soil amendments. Where LID is not feasible, infiltration basins, dry wells, constructed wetlands, and similar features are encouraged.

Impacts, Analysis, and Mitigation Measures

Methodology

Potential impacts are evaluated in the context of state and local policies and regulations and the initial study prepared for the project (Appendix A). The reader is directed to Section 4.0 (Cumulative Impacts) of this EIR for analysis of cumulative hydrology and water quality issues.

Standards of Significance

The County utilizes the environmental checklist contained in CEQA Guidelines appendix G as a basis for standards of significance. As identified in the initial study prepared for the project (Appendix A), the standards of significance listed below are applicable to the proposed project.

- Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., would the production rate of preexisting nearby wells drop to a level which would not support existing land uses or planned uses for which permits have been granted);

- Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner which would result in substantial erosion or siltation on- or off-site;
- Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface run-off in a manner which would result in flooding on- or off-site; or
- Create or contribute run-off water, which would exceed the capacity of existing or planned storm water drainage systems or provide substantial additional sources of polluted run-off.

Impact: Substantially Deplete Groundwater Supplies (Beneficial Impact)

To determine the average daily water demand for the inmates, the average daily use for toilet flushing, showers, laundry, dishwashing, drinking water, etc. was analyzed. As identified in the water system memo prepared for the project, the analysis determined that the existing potable water demand of the detention facility is approximately 237,977 gallons per day (gpd).

As proposed by the project, all new fixtures and appliances will be efficient with low flow water fixtures and will have control devices to limit the operation per day per inmate. The water system evaluation determined with incorporation of water saving devices, facility water demand would be 212,187gpd (refer to Table 13, Facility Water Demand, below).

Table 13 Facility Water Demand

Scenario	Facility Water Demand (gpd)	Change
Existing	237,977	n/a
Proposed Project	212,187	<25,790>

Source: BKF Engineers, *Monterey County Jail Housing Addition Project Water System, Sanitary Sewer System and Gas System Improvements* memo, 2013

Adding the project demand, the total water demand at the adult detention facility would be approximately 212,187 gpd, which is a total decrease of approximately 25,790 gpd. Therefore, the proposed project would result in a beneficial impact to the groundwater supply by reducing the overall facility water demand by more than 25,000 gpd. This is a beneficial impact.

Impact: Construction - Alter Drainage Conditions, Leading to Water Quality Degradation from Erosion or Polluted Runoff or Increased Flooding (Less than Significant)

Construction. The total surface area that would be disturbed during construction of the proposed project would be approximately 2.6 acres. Consequently, because the proposed project disturbs more than one acre of soil, the proposed project will be required to comply with the State Water Board's Construction General Permit (CGP). The County will implement a Storm Water Pollution Prevention Plan (SWPPP) that includes storm water "Best Management Practices" to control pollution, runoff, erosion, and sedimentation from all areas disturbed during construction. Implementation of the SWPPP will ensure consistency of the project with CGP requirements and reduce potential erosion and water quality impacts from construction.

Compliance with the CGP and the County's grading, erosion control and water quality regulations would ensure that potential impacts from erosion and water quality degradation during construction would be less than significant.

Operations. Compared to existing conditions, there will be an increase in the peak flow rate for the 100-year storm event of approximately 0.3 cubic feet per second (cfs). To manage the increase in the flow rate, the new storm drainage system will have a detention structure to detain the runoff and slowly release so it will not exceed the existing rate. A typical detention structure would consist of a large diameter pipe (48-inch) with a small diameter outlet pipe to constrict the discharge rate. To give an approximate size based on an increase flow rate of 0.7 cfs, the length of the 48-inch diameter detention structure would need to be around 60 feet long. The outlet from the detention structure will connect to the existing storm drain system.

The *Monterey County Jail Housing Addition Project - Hydrology Study* memo prepared for the project (BKF 2013) includes a conceptual drainage plan to ensure the proposed project does not result hydrologic impacts associated with drainage. In the conceptual plan, the approximate size of the bioretention areas will be equal to no less than four percent of the impervious drainage area. The bioretention areas will be located adjacent to the buildings so roof runoff can easily be piped to them. A typical bioretention area consists of 18-inches of highly permeable soil over 12-inches of drain rock. A subdrain may be installed in the drain rock and connected to the storm drain system. For each bioretention area, an overflow inlet is installed about six inches above the soil to allow runoff to pond and infiltrate prior to entering the inlet. The conceptual storm drain system for the proposed buildings runs around the perimeter of the buildings and flows westerly where it connects to an existing 22-inch pipe. The 22-inch pipe outfalls into the grassy area west of the site.

Under Monterey County's Municipal NPDES Permit, all projects that create or replace greater than 2,500 square feet of impervious surface are required to implement Low Impact Design (LID) site design features to comply with the Regional Water Board's post construction requirements.

Facilities are required to be constructed that will treat and/or retain runoff after construction has been completed (post-construction). The proposed project will be required to construct storm water treatment measures such as bioretention areas or infiltration zones to treat runoff from roofs, parking lots and hardscape. As identified in the hydrology study memo, since the proposed project will be creating or replacing more than 22,500 square feet of impervious surface, post development peak discharge flow rates will be required to be reduced to pre-developed rates for the two-year through ten-year rainfall events; therefore, prior to approval of any construction permit, the County will contract with a registered Civil Engineer to prepare an on-site final storm water drainage control plan. The drainage control plan will include a design of the storm water detention facilities to limit the 100-year post-development runoff rate to the two-year pre-development rate. The drainage plan will also identify Low Impact Design measures such as bioretention areas or infiltration zones to treat runoff from roofs, parking lots and hardscape consistent with County requirements. In addition there will be in-ground retention structures to control the storage and rate of release not to exceed present levels. A final drainage plan will be subject to the review and approval by the County prior to the approval of any construction plans.

The project will be required to comply with Monterey County's Municipal NPDES and the Regional Water Board's post construction requirements to ensure that potential impacts associated with drainage would be less than significant.

3.7 NOISE

This section of the EIR addresses project impacts related to construction-related and operational noise. The discussion and analysis regarding traffic noise in this section is based upon the traffic impact analysis prepared by Hatch Mott MacDonald in April 2013 (*Monterey County Jail Housing Addition Traffic Impact Analysis Salinas, California)*, and applicable Monterey County General Plan and the City of Salinas General Plan and City noise regulations.

No comments regarding noise were received by the County during the NOP process.

Environmental Setting

Measurements of Noise

Airborne sound is a rapid fluctuation of air pressure above and below atmospheric pressure. Sound levels are usually measured and expressed in decibels (dB) with 0 dB corresponding roughly to the threshold of hearing. There are several methods of characterizing sound. The most common in California is the A-weighted sound level or dBA. This scale gives greater weight to the frequencies of

sound to which the human ear is most sensitive. Because sound levels can vary markedly over a short period of time, a method for describing either the average character of the sound or the statistical behavior of the variations must be utilized. Most commonly, environmental sounds are described in terms of an average level that has the same acoustical energy as the summation of all the time-varying events. This energy-equivalent sound/noise descriptor is called Leq. The most common averaging period is hourly, but Leq can describe any series of noise events of arbitrary duration.

Although the A-weighted noise level may adequately indicate the level of noise at any instant in time, community noise levels vary continuously. Most environmental noise includes a mixture of noise from distant sources that create a relatively steady background noise from which no particular source is identifiable. To describe the time-varying character of environmental noise, the statistical noise descriptors, L1, L10, L50 and L90 are commonly used. They are the A-weighted noise levels exceeded for 1 percent, 10 percent, 50 percent and 90 percent of a stated time period. The continuous equivalent-energy level (Leq) is that level of a steady state noise which has the same sound energy as a time-varying noise. It is often considered the average noise level and is used to calculate the Day-Night Levels (DNL) and the Community Noise Equivalent Level (CNEL) described below.

In determining the daily level of environmental noise, it is important to account for the difference in response of people to daytime and nighttime noises. During the nighttime, exterior background noises are generally lower than the daytime levels. However, most household noise also decreases at night and exterior noise becomes very noticeable. Further, most people sleep at night and are very sensitive to noise intrusion. To account for human sensitivity to nighttime noise levels, the DNL noise descriptor was developed. The DNL is also called the Ldn. Either is acceptable, however, DNL is more popular worldwide. The DNL divides the 24-hour day into the daytime period of 7:00 AM to 10:00 PM and the nighttime period of 10:00 PM to 7:00 AM. The nighttime noise levels are penalized by 10 dB to account for the greater sensitivity to noise at night. The CNEL is another 24-hour average which includes a 5 dB evening (7:00 PM - 10:00 PM) penalty and a 10 dB nighttime penalty. Both the DNL and the CNEL average the daytime, evening and nighttime noise levels over a 24-hour period to attain a single digit noise exposure.

Sensitive Receptors

Adverse noise effects are possible when noise intensity is excessive at the location of noise sensitive land uses such as residential, churches, schools, and hospitals. Potentially sensitive receptors include inmates at the existing adult detention facility and patients at Natividad Medical Center, which is located within about 150 feet of the project site.

Existing Ambient Noise Levels and Sources of Noise

Existing ambient noise levels in the project vary depending on the referenced location. Typical ambient noise levels range from 50 to 60 dBA CNEL in public/semi-public and commercial areas. The primary source of noise impacting Salinas is transportation-related noise from U.S. Highway 101 and other roadways, the airport, and the railroad (*City of Salinas General Plan*, page N-6). The existing adult detention facility is located near Natividad Road, which is projected to have noise levels up to 65 Ldn dBA adjacent areas a Noise Impact Area (*City of Salinas General Plan*, page N-14). However, the proposed project is located outside the noise contours of Natividad Road.

Groundborne Vibration/Noise

Vibrations are energy transmitted in waves through the soil mass. These energy waves generally dissipate with distance from the vibrational source (e.g., pile driving, drilling, vibrational compaction of soil). Since energy is lost during the transfer of energy from one particle to another, vibration that is distant from the source is usually less perceptible than vibration closer to the source. However, actual human and structure response to different vibrational levels is influenced by a combination of factors, including soil type, distance between the source and receptor, duration, and the number of perceived events.

If great enough, the energy transmitted through the ground as vibration can result in structural damage. To assess the potential for structural damage associated with vibration, the vibratory ground motion in the vicinity of the affected structure is measured in terms of peak particle velocity in the vertical and horizontal directions (vector sum), typically in units of inches per second. A freight train passing at 100 feet can cause peak particle velocities of 0.1 inch per second, while a strong earthquake can produce peak particle velocities in the range of 10 inches per second (Contra Costa County 2009).

Groundborne vibration can be generated by a variety of sources. Common construction process equipment sources of vibration include pile drivers, drills, or other construction equipment that is utilized continuously, especially in materials such as bedrock or concrete. As described in the discussion of soils in Section 3.4, Geology and Soils, the soil encountered in the upper 10 feet generally consists of lean and fat clays.

Policy and Regulatory Setting

Local Plans and Regulations

There are no Monterey County General Plan noise policies that explicitly apply to the proposed project. Construction noise may result in a substantial increase in noise levels and expose persons on

the project site and surrounding land uses and neighborhoods within the City of Salinas to excessive noise levels. The City of Salinas noise regulations limit noise-generating construction activities to between the hours of 7 am and 9 pm. In addition, the operation of noise-generating equipment is required to be performed at sufficient distances such that persons of normal sensitiveness are not unreasonably disturbed (City of Salinas 2013, Chapter 21A - Noise Regulation). The County stationary source limitation is 85 dBA at a distance of 50 feet from the noise source (*Monterey County Noise Ordinance*, 10.60.040).

Impacts, Analysis and Mitigation Measures

Methodology

Potential impacts are evaluated in the context of state and local policies and regulations and the initial study prepared for the project (Appendix A). An engineering acoustical study was not conducted due to the anticipated low level of operational noise impact and temporary nature of construction impacts. Therefore, the analysis of noise effects is qualitative, but based on generally accepted standards and methods.

Standards of Significance

The County utilizes the environmental checklist contained in CEQA Guidelines appendix G as a basis for standards of significance. As identified in the initial study prepared for the project (Appendix A), the standards of significance listed below are applicable to the proposed project.

- Exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies;
- Exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels;
- A substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project; or
- A substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project. As presented above, the City of Salinas noise regulations limit noise-generating construction activities to between the hours of 7 am and 9 pm. In addition, the operation of noise-generating equipment is required to be performed at sufficient distances such that persons of normal sensitiveness are not unreasonably disturbed (City of Salinas 2013, Chapter 21A - Noise Regulation). The County stationary source limitation is 85 dBA at a distance of 50 feet from the noise source (*Monterey County Noise Ordinance*, 10.60.040).

Construction Equipment Noise Intensity

The proposed project would result in generation of noise from use of construction equipment. Such equipment would be used for grading, transport/assembly, building construction, etc. General information about these noise sources is presented for reference in the discussion of related project effects. Table 14, Typical Construction Equipment Noise Levels, shows reference noise levels for typical types of construction equipment that may be utilized.

Table 14 Typical Construction Equipment Noise Levels

Equipment	Typical Construction Activity	Noise Level
		dBA 50 feet from source
Loader/Backhoe	Trenching, backfilling	80
Dump Truck	Soil transport	88
Crane	Installation	88
Paver	Excavations	89
Grader	Site preparation	85
Dozer	Site preparation	85
Jack Hammer	Site preparation	88
Pile Driver (Impact)	Site preparation	101
Pile Driver (Sonic)	Site Preparation	96

Source: Federal Highway Administration (FHWA) 2013

Vibration Effects Background

Peak particle velocities of 0.012 inch per second can cause residential annoyance from vibrations similar to those from a heavy truck passing at 100 feet. Higher vibration levels can cause structural damage. In general, cosmetic damage to residential buildings can occur at peak particle velocities over 0.5 inches per second, while the U.S. Bureau of Mines uses a criterion of 2.0 inches per second to avoid any structural damage to buildings. Vibration potential from construction activities would depend on soil type and proximity to receptors.

Measurements collected during various construction activities (including pavement breaking, vibratory sheetpile driving, sheetpile driving by an excavator shovel, vibratory soil compaction, and earth excavation) at a different pipeline project were found to produce peak particle velocity levels ranging between 0.03 and 0.38 inch per second at 30 to 35 feet (Contra Costa County 2009).

Impact: Exposure of People to Noise Levels that Exceed Standards or to Substantial Permanent Increases in Ambient Noise Levels (Less than Significant)

People tend to respond to changes in sound pressure in a logarithmic manner. In general, a three dB change in sound pressure level is considered a "just detectable" difference in most situations. A five dB change is readily noticeable and a 10 dB change is considered a doubling (or halving) of the subjective loudness. A three dB increase in the average traffic noise level is realized by a doubling of the traffic volume (ICF Jones and Stokes, 2008, page 4.8-4).

Primary access to the project site is provided from Natividad Road. According to the traffic impact analysis (Exhibit 4) the traffic on Natividad Road north of Laurel Drive west of the project site is about 23,670 trips per day. The proposed project would add 265 daily weekday trips (or a 1.12 percent increase over existing conditions). In order for the increase in traffic noise to be "just detectable" the proposed project would have to generate an additional 23,670 trips (or a doubling of traffic) to result in a three dB increase, which is "just detectable." Therefore, noise associated with proposed project vehicle trips would not be detectable and therefore, would not result in a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project.

Impact: Potential Exposure of People to Excessive Groundborne Vibration (Less than Significant with Mitigation)

Construction activities would likely involve the use of equipment or heavy truck traffic with some potential to generate groundborne vibration. As discussed in the setting section above, the primary receptors of concern are inmates at the existing detention facility and patients at Natividad Medical Center, which is located within about 150 feet of the project site. At this distance, potential for ground vibration impacts on these receptors may be considerable. Due to the potential for excessive vibration during construction, the following mitigation will be required:

Mitigation Measure

N-1 Prior to issuance of a grading permit for the proposed project, Monterey County RMA - Public Works shall incorporate the following restrictions into the project plans and specifications to mitigate construction vibration, subject to the review and approval of Monterey County RMA - Planning:

- Use of construction equipment or heavy truck traffic capable of producing excessive vibration (e.g. pile drivers, jackhammers, etc.) will be limited to the hours between 7:00 AM and 6:00 PM Monday through Saturday and construction will not be allowed Sundays or on holidays.

- If the use of piles drivers is necessary, sonic pile drivers will be used rather that the more noise/vibration intensive impact pile drivers.

Monterey County RMA – Public Works will be responsible for implementation of this mitigation measure.

Monitoring Actions

Prior to issuance of grading or building permits, Monterey County RMA – Public Works shall include language on project plans as required by the mitigation measure.

Prior to commencement of construction activities, Monterey County RMA – Public Works shall submit evidence to the Monterey County RMA - Planning that the required restrictions have been incorporated into project plans and specifications.

During grading and construction activities, the contractor shall keep a certified daily log of each activity performed during construction including date and photographs, as necessary. Monthly reports shall be submitted to Monterey County RMA - Planning. Failure to submit a report, or failure to comply with the requirements of the mitigation measure, shall cause all work to be stopped until the report is received and approved by Monterey County RMA - Planning.

Construction activities would be short-term in duration, approximately a 24 month period of time with heavy construction work being completed in the first 12 months of construction. Therefore, construction vibration impacts associated with these activities would be less than significant with mitigation.

Impact: Construction Noise - Exposure of People to Potentially Substantial Temporary or Periodic Increases in Noise Levels (Less than Significant with Mitigation)

The proposed project would result in short-term construction noise. As identified in Table 14, Typical Construction Equipment Noise Levels, presented earlier, construction equipment has the potential to generate noise levels in the range of 80 to 101 dBA at a distance of 50 feet from the source, and has a potential to disturb sensitive receptors (inmates at the existing detention facility and patients at Natividad Medical Center) and facility employees within 150 feet. Although less likely, residential neighborhoods approximately 0.15 miles north and northeast of the site could experience an increase in noise levels during construction.

Due to the potential for excessive noise during construction, the following mitigation will be required:

Mitigation Measure

N-2 Prior to issuance of a grading permit for the proposed project, Monterey County RMA - Public Works shall incorporate the following restrictions into the project plans and specifications to mitigate construction noise, subject to the review and approval of Monterey County RMA - Planning:

- All construction equipment operated on the project site shall be equipped to limit noise generation to a maximum of 85 decibels at a distance of 50 feet from the noise source. The contractor will prepare and submit a written roster of equipment anticipated to be used on the project site, including noise generation information on each for review and approval of Monterey County RMA - Planning. Only those pieces of equipment meeting the standards of this mitigation measure shall be permitted to operate. If equipment not meeting the noise standards is found to be operating on the project site, work shall be stopped until that equipment is removed or made to meet noise standards;

- All noise-generating construction activities shall be limited to the hours between 7:00 am and 6:00 pm Monday through Saturday and construction will not be allowed on Sundays or on holidays;

- All internal combustion engine-driven equipment will be equipped with mufflers that are in good condition and appropriate for the equipment;

- Temporary berms or noise barriers, such as lumber or other material stockpiles will be utilized, where feasible; and

- Stationary noise-generating equipment (e.g. generators and compressors) will be located as far as possible from sensitive receptors and housed in acoustical enclosures.

Monterey County RMA – Public Works will be responsible for verification of implementation of this mitigation measure.

Monitoring Actions

Prior to issuance of grading or building permits, Monterey County RMA – Public Works shall include language within the project plans as required by the mitigation measure.

Prior to commencement of construction activities, Monterey County RMA – Public Works shall submit evidence to the Monterey County RMA - Planning that the required restrictions have been incorporated into project plans and specifications.

During grading and construction activities, the contractor shall keep a certified daily log of each activity performed during construction including date and photographs, as necessary. Monthly reports shall be submitted to Monterey County RMA - Planning. Failure to submit a report, or failure to comply with the requirements of the mitigation measure, shall cause all work to be stopped until the report is received and approved by Monterey County RMA - Planning.

Construction activities would be short-term in duration. Therefore, noise impacts associated with these activities would be less than significant with mitigation.

3.8 TRANSPORTATION AND TRAFFIC

This section of the EIR addresses project impacts on traffic and circulation conditions on the road network within the vicinity of the proposed project. This section is based on a traffic impact analysis prepared by Hatch Mott MacDonald in April 2014 (*Monterey County Jail Housing Addition Traffic Impact Analysis Salinas, California*) ("traffic impact analysis"). The traffic impact analysis analyzes existing traffic conditions and existing plus project conditions. The results of the traffic impact analysis are summarized herein. For detailed supporting analysis, the reader is referred to the traffic impact analysis, which is included as Appendix C.

Comments on transportation and traffic issues were received by the County from the City of Salinas as part of the NOP process. The comments can be found in Appendix A.

Environmental Setting

Roadway Network

Local access and circulation to the project site is provided by three roadways: Natividad Road, Constitution Boulevard, and Laurel Drive as shown on Figure 7, Roadway Network. Each of these roadways is described below.

Natividad Road is a six-lane divided major arterial between Laurel Drive and Boronda Road. Natividad Road is a two-lane rural roadway north of Boronda Road to Old Stage Road. South of Bernal Drive, Natividad Road becomes Sherwood Drive, a four-lane arterial. Natividad Road has a posted speed limit of 45 mph.

Constitution Boulevard extends between Laurel Drive and Boronda Road and provides direct access to the project site. Constitution Boulevard is a four-lane divided roadway with a posted speed limit of 45 mph.

Laurel Drive is an east/west four-lane arterial that extends between North Davis Road on the west and Williams Road on east where it terminates. Laurel Drive provides access to the project site via Natividad Road and Constitution Boulevard.

Bicycle and Pedestrian Facilities

In the immediate vicinity of the project site, Class II bicycle facilities (bike lanes) are provided along Constitution Boulevard and on Laurel Drive between Constitution Boulevard and Saint Edwards Drive. Bike lanes are not provided on Natividad Road or Laurel Drive west of Constitution Boulevard.

Class I shared-use off-street bike path that are located along Gabilan Creek and Natividad Creek provide connectivity between Boronda Road and Laurel Drive west of Constitution Boulevard. The Class I paths are accessible from Constitution Boulevard at the north driveway that serves the rear of the existing adult detention facility.

Pedestrian sidewalks are located on both sides of Natividad Road, Laurel Drive, and Constitution Boulevard with the following exceptions where sidewalks are not provided:

- West side of Natividad Road between Laurel Drive and Alvin Drive;
- East side of Constitution Boulevard between Laurel Drive and Creek Bridge Village;
- South side of Laurel Drive between Natividad Road and Constitution Boulevard; and
- North and south sides of Laurel Drive between Constitution Boulevard and St. Edwards Drive.

No pedestrian sidewalks or pathways are provided between the existing entrance to the adult detention facility and Natividad Road or Constitution Boulevard.

Transit Service

Existing bus service in Salinas is provided by Monterey-Salinas Transit (MST). The project site is served by MST Transit Route 41 and 48. Route 41 provides bus service between the Salinas Transit Center and Northridge Mall. The route serves Natividad Medical Center between 5:39 am and 9:46 pm on weekdays and 6:09 am and 9:46 pm on weekends with headways of 30 minutes on weekdays and 15 to 20 minutes on weekends. Route 48 provides bus service between the Salinas Transit Center and the Salinas Airport Business Center. The route serves Natividad Medical Center between 6:59 am and 6:27 pm on weekdays with no service on weekends. The route operates with one-hour headways.

Source: Google Earth 2012

Figure 7
Roadway Network

Monterey County Jail Housing Addition EIR

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Parking

Parking for the existing adult detention facility is currently provided in three parking lots located on the west side of the facility. The existing parking lot layout provides 184 parking spaces. In the north parking lot, there are 56 marked spaces plus 10 double spaces for oversize vehicles (i.e., transport buses and vans). The transportation fleet for the existing adult detention facility consists of buses and vans and these vehicles park in the double spaces. Counting the double spaces as two spaces, there are 76 marked spaces in the northern parking lot (Lot C). The middle parking lot (Lot B) is striped with 59 spaces. The south lot (LOT A) contains 143 parking spaces. However, 78 of the 143 parking spaces are marked for Natividad Medical Center use, 16 of the spaces are marked for County vehicle parking, which leaves 49 spaces for the adult detention facility. The existing parking lot layout is shown on Figure 6, Existing Parking, presented earlier.

Parking demand for the existing adult detention facility fluctuates throughout the day with highest demand occurring at the 7:30 AM shift change.

Existing Traffic Conditions

The traffic impact analysis includes an assessment of intersection traffic operations during the weekday AM and PM peak commute hours at the following intersections:

- Natividad Road/Alvin Drive;
- Natividad Road/Chaparral Street;
- Natividad Road/Laurel Drive;
- Constitution Boulevard/Laurel Drive;
- Constitution Boulevard /Medical Center Driveway; and
- Constitution Boulevard/North Driveway.

As identified in the traffic impact analysis, all of the study intersections currently operate at an acceptable level of service (LOS) D or better during the AM and PM peak hours except the Natividad Road/Laurel Drive intersection. The intersection of Natividad Road and Laurel Drive currently operates at LOS E during the AM and PM peak hours. The signalized intersections of Natividad Road/Alvin Drive, Natividad Road/Chaparral Street and Constitution Boulevard/Laurel Drive operate at LOS B or LOS A during the AM and PM peak hours.

Construction of the following Salinas Traffic Fee Ordinance (TFO) projects will result in improved traffic operations at the Natividad Road/Laurel Drive intersection:

- TFO Project 33A: Bernal Drive Extension – Extend Bernal Drive as a four-lane arterial from Sherwood Drive to the Kern Street.
- TFO Project 34: Constitution Boulevard Extension – Extend from Laurel Drive to the Bernal Drive Extension.
- TFO Project 45: Laurel Drive Widening – Widen Laurel Drive between Natividad Road and Constitution Boulevard to six lanes (three through lanes in each direction).
- TFO Project 61: Natividad Road/Laurel Drive intersection – Widen Natividad Road through the intersection with Laurel Drive to provide three through travel lanes in each direction. When completed, the intersection would provide the following lanes on each intersection approach:
    - Northbound – 1 left turn lane, 3 through lanes and 1 right turn lane with overlap phase;
    - Southbound – Two left turn lanes, two through lanes and one shared through/right turn lane;
    - Eastbound – One left turn lane, two through lanes and one right turn lane; and
    - Westbound – Two left turn lanes, two through lanes and one right turn lane with overlap phase.

To improve existing operations at the Natividad Road/Laurel Drive intersection to acceptable conditions under existing conditions, construction of Project 61 (Natividad Road widening) and partial implementation of Project 45 (Laurel Drive widening) would be required. Project 61 will provide additional through lanes on Natividad Road through the intersection that will increase the capacity of the intersection.

In addition to providing three northbound and three southbound through lanes on Natividad Road, the northbound Natividad Road right turn lane should be improved to provide a free-flow northbound to eastbound right turn movement. To convert the northbound right turn lane to a free-flow right turn lane would require increasing the size of the corner radius and providing a channelization island in the southeast corner of the intersection. In addition, the length of the existing eastbound acceleration lane on the east leg of the intersection would need to be increased to at least 300 feet plus a merge taper. The existing acceleration lane on eastbound Natividad Road is approximately 85 feet in length. This improvement would likely require additional right of way in the southeast corner of the intersection. The widening of Laurel Drive to provide a third eastbound through lane east of Natividad Road is an element of TFO Project 45. With these improvements, the Natividad Road/Laurel Drive intersection would operate at LOS D during the AM and PM peak hours under existing conditions.

Other than increasing the length of the eastbound acceleration lane on Laurel Drive east of Natividad Road, no other improvements to segments of Natividad Road, Laurel Drive, and Constitution Boulevard are required at the current time. Traffic operations at the intersections on these segments controls the volume of roadway capacity on the study road network and improvements to the roadway segments should be implemented in conjunction with intersection improvements, when warranted.

The unsignalized intersections of Constitution Boulevard/Medical Center Driveway and Constitution Boulevard/North Driveway operate at LOS A overall, with the intersecting driveway approaches at both intersections operating at LOS F. The City of Salinas provided crash history data for Constitution Boulevard that indicates five crashes have occurred at the Constitution Boulevard/Medical Center Driveway intersection and two crashes have occurred at the Constitution Boulevard/North Driveway intersection during the six-year period between January 2008 and December 2013. The Caltrans Crash Experience traffic signal warrant requires a crash frequency of at least five within a one-year period. Therefore, the Crash Experience warrant is not met at either intersection. Signalization of the Constitution Boulevard/Medical Center Driveway and Constitution Boulevard/North Driveway intersections is not recommended at this time on the basis that the peak hour signalization warrant is not currently met.

In addition to the intersections listed above, the following intersections were evaluated on a qualitative basis:

- Sanborn Road/Laurel Drive;
- Constitution Boulevard/Manchester Drive; and
- Constitution Boulevard/Independence Boulevard.

Based on traffic counts collected at the Sanborn Road/Laurel Drive intersection in June 2011, the intersection currently operates at LOS C during the AM and PM peak hours. A traffic study prepared in 2013 for the Creekbridge GHK Apartments project located at 1436 Constitution Boulevard analyzed traffic operations at the Constitution Boulevard/Manchester Drive and Constitution Boulevard/Independence Boulevard intersections. The signalized intersection of Constitution Boulevard/Independence Boulevard was determined to operate at LOS D under existing conditions during both peak hours and the unsignalized Constitution Boulevard/ Manchester Drive intersection was determined to operate at an overall LOS C with LOS F operations on the minor side street approach to Constitution Boulevard under existing conditions.

Improvements recommended for implementation in conjunction with the Creekbridge GHK Apartments project include partially closing the Constitution Boulevard median at Manchester Drive to only allow left turns from Constitution Boulevard and right turns from the side street (Manchester Drive) approaches. Left turns and through movements from the Manchester Drive

approaches would be prohibited. This improvement would improve operations on the side street approaches to Constitution Boulevard and overall intersection operations at the Constitution Boulevard/Manchester Drive intersection. With the improvements, the Constitution Boulevard/Independence Boulevard intersection would continue operating at LOS D with the Creekbridge GHK Apartments project constructed.

Existing Trip Generation

As part of the traffic impact analysis, Hatch Mott MacDonald conducted a trip generation count at the existing jail on December 5, 2012 to ascertain the trip generating characteristics of the existing jail. The vehicles arriving and departing the existing jail were observed and recorded during the AM and PM peak periods. The vehicle trips included in the trip generation survey were trips that were associated with the existing jail and not Natividad Medical Center. The results of the trip generation count are summarized on Exhibit 6 of the traffic impact analysis (included as Appendix C of this EIR).

The existing jail generated 64 vehicle trips during the AM peak hour and 32 vehicle trips during the PM peak hour. Under existing occupancy conditions, the existing jail generates vehicle trips at the following rates: AM peak hour - 0.057 trips per inmate and 0.660 trips per employee; PM peak hour - 0.028 trips per inmate and 0.330 trips per employee.

Policy and Regulatory Setting

Regional Transportation Plan. The Transportation Agency for Monterey County (TAMC) is responsible for periodically completing a long-range transportation planning document known as the Regional Transportation Plan (RTP). The purpose of the RTP is to provide policy guidelines regarding planning and programming of transportation projects in Monterey County for the next twenty years. The RTP identifies existing and future needs, evaluates modes and alternatives, and determines what can be completed with anticipated funding. As required by the California Transportation Commission Guidelines, each Regional Transportation Agency shall develop and update goals, objectives and policies for inclusion in the Policy Element of the RTP.

TAMC Regional Development Impact Fee. TAMC has established a Regional Development Impact Fee program in Monterey County. Each jurisdiction that is a member of the Regional Development Impact Fee Joint Powers Agency, including the County, has adopted the Regional Development Impact Fees to mitigate the impact of development on the regional transportation network. The program collects fees on the proportional impact of new development on regional transportation infrastructure, and the fees are used to fund regional transportation improvements. The fees do not apply to government facilities or projects, such as the proposed project.

Impacts, Analysis and Mitigation Measures

Methodology

The City of Salinas has established LOS D as the threshold for acceptable traffic operations. Therefore, the traffic analysis prepared for the proposed project, identified that the proposed project would create a significant adverse impact on traffic conditions at a signalized intersection in the City of Salinas if:

1. The level of service at the signalized intersection degrades from an acceptable LOS D or better under pre-project conditions to an unacceptable LOS E or F under project conditions; or

2. The project would add traffic to a signalized intersection operating at LOS E or F under pre-project conditions.

The minimum acceptable level of service for the worst approach at a two-way stop-controlled unsignalized intersection in the City of Salinas is LOS E. For the purpose of this traffic impact analysis, the project would create a significant adverse impact on traffic conditions at a two-way stop-controlled intersection in the City of Salinas if:

1. The level of service for the worst approach at the unsignalized intersection degrades from an acceptable LOS E or better under pre-project conditions to an unacceptable LOS F under project conditions, or

2. The project would add traffic to a two-way stop-controlled unsignalized intersection in which the level of service for the worst approach is operating at LOS F and the Manual on Traffic Control Devices (MUTCD) peak hour signal warrant is satisfied.

The reader is directed to Section 4.0 (Cumulative Impacts) of this EIR for analysis of cumulative transportation and traffic impacts.

Standards of Significance

The County utilizes the environmental checklist contained in CEQA Guidelines appendix G as a basis for standards of significance. As identified in the initial study prepared for the project (Appendix A), all of the following standards of significance are applicable to the proposed project.

- Conflict with an applicable plan, ordinance or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass transit and non-motorized travel and relevant components of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit;

- Conflict with an applicable congestion management program, including but not limited to level of service standards and travel demand measures or other standards established by county congestion management agency for designated roads or highways;
- Conflict with the goals, objectives, and policies of the 2010 Regional Transportation Plan for Monterey County, including, but not limited to level of service standards and travel demand measures, or other standards established by the Transportation Agency for Monterey County (TAMC) for designated roads or highways;
- Substantial increase in hazards due to a design feature (e.g. sharp curves or dangerous intersections) or incompatible uses (e.g. farm equipment);
- Result in inadequate emergency access; or
- Conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities.

Impact: Conflict with an Policy Establishing Measures of Effectiveness for the Performance of the Circulation System (Less than Significant with Mitigation)

At the completion of construction, the adult detention facility would house 1,401 inmates, 276 inmates more than the current average occupancy of 1,125. Based on the observed "trips per inmate" trip generation rate, would generate 16 new vehicle trips during the AM peak hour (276 X 0.057). During the PM peak hour, the project would generate eight new vehicle trips (276 X 0.028) based on the observed "trips per inmate" trip generation rate.

The number of employees is forecast to increase by 32 from existing levels upon completion of the expansion. On the basis of the observed "trips per employee" trip generation rate, the project would generate 21 new trips during the AM peak hour (32 x 0.660) and 11 trips during the PM peak hour (32 x 0.330).

A shift change is scheduled at 7:30 AM at which time 11 night shift employees are scheduled to leave and 18 day shift employees are schedule to arrive. At the shift change, 29 new vehicle trips would be generated, 18 inbound and 11 outbound assuming all employees drive a vehicle to and from the site and there is no carpooling.

To provide a worst-case analysis, the trip generation estimate of 29 trips based on the employee shift schedule as described above was used for the AM peak hour rather than the trip generation estimate of 21 trips that is calculated using the observed trip generation rate based on the number of employees.

No shift changes are scheduled during the PM peak commute period. Therefore, the trip generation estimate based on the observed trip generation rate per employee was used for the analysis (11 trips).

Given the relatively low trip generation associated with the proposed project, the number of trips added to the local road network is anticipated to be relatively small. The highest volume of peak hour trips added to any one road segment is 15 trips added to Natividad Road between Laurel Drive and Chaparral Street during the AM peak hour. Ten trips are forecast to be added to Natividad Road south of Laurel Drive during the AM peak hour at proposed project build out. Otherwise, the proposed project would add between two and four trips during the AM and PM peak hours to the road segments adjacent to the proposed project.

As identified in the traffic impact analysis, all of the study intersections operate at an acceptable LOS D or better during the AM and PM peak hours under project conditions, and also existing plus project conditions, project conditions plus background conditions (traffic operations with traffic from approved but not yet constructed developments) except the Natividad Road/Laurel Drive intersection.

While the project would add traffic to the unsignalized intersections of Constitution Boulevard/Medical Center Driveway and Constitution Boulevard/North Driveway, the MUTCD peak hour signal warrant is not met at either intersection under either project or project plus background conditions. Therefore, the impact of the proposed project on traffic operations at these intersections would be less than significant.

The proposed project would add four trips during the AM peak hour and one trip during the PM peak hour to the Constitution Boulevard/Manchester Drive and Constitution Boulevard/ Independence Boulevard intersections. These low volumes of additional traffic would not significantly change the operation of the two intersections and would not significantly impact the two intersections.

The Natividad Road/Laurel Drive intersection would operate at LOS E during the AM and PM peak hours under the following conditions: existing, existing plus project, background, and background plus project. . Exhibit 5 in the traffic impact analysis in Appendix C compares the level of service and delay at the intersection under the various conditions. Comparing existing conditions to existing plus project conditions, the delay impact at this intersection in the AM peak hour is 0.2 seconds longer when project traffic is added, and in the PM there is no increase in delay.

Comparing background conditions with background plus project conditions, the delay in the AM peak hour is 0.6 seconds longer when project traffic is added, and in the PM the delay is 0.1 seconds longer.

Because the project would add traffic to the Natividad Road/Laurel Drive signalized intersection that operates at LOS E under pre-project conditions, even though the increase in delay is negligible, the project impact to the Natividad Road/Laurel Drive intersection would be significant using the City of Salinas thresholds of significance.

Implementation of the following mitigation measure would reduce this impact to a less- than-significant level.

Mitigation Measure

T-1 Prior to the commencement of construction activities, the County will pay the City of Salinas Traffic Impact Fee to contribute toward the transportation improvements identified in the City of Salinas Traffic Fee Ordinance Program for the Natividad Road/Laurel Drive intersection.

Monterey County RMA - Public Works will be responsible for implementation of this mitigation measure.

Monitoring Action

Prior to the commencement of construction activities, the County shall pay the pro rata share City of Salinas traffic impact fee to City of Salinas, based on that project component's share of build-out traffic, and the then-current cost estimates for improvements at the Natividad Road/Laurel Drive intersection as identified in the City of Salinas Traffic Fee Ordinance Program.

Payment of the City's traffic impact fee would act as mitigation for the proposed project's contribution toward traffic impacts. Therefore, impacts associated with the proposed project would be considered less than significant with mitigation.

Impact: Conflict with the Goals, Objectives, and Policies of the 2010 Regional Transportation Plan for Monterey County (Less than Significant)

The proposed project would not conflict with the 2010 Regional Transportation Plan. The proposed project would not be required to pay the TAMC regional development impact fee since the project site and existing government facilities are owned by Monterey County and are exempt from the fee (Mike Zeller, TAMC Senior Transportation Planner, personal communication, September 11, 2013).

Impact: Substantially Increase Hazards due to a Design Feature or Incompatible Use (No Impact)

The proposed project does not include any roadway design features that would result in a hazardous design feature or incompatible use. Therefore, there is no impact.

Impact: Result in Inadequate Emergency Access (No Impact)

The proposed project maintains the existing access to the project site. Primary access is provided from Natividad Road with secondary access for service vehicles and inmate transport vehicles provided from Constitution Boulevard. The on-site circulation facilities for the proposed project would provide for adequate vehicular circulation. As the proposed project does not include modifications to the adult detention facility circulation system that would result in inadequate emergency access, there is no impact to emergency access.

Impact: Decrease the Performance or Safety of Pedestrian Facilities (Less than Significant with Mitigation)

The proposed project site plan (refer to Figure 4, Site Plan, and Figure 5, Site Plan – Aerial View, included in section 2.0, Project Description of this EIR) does not identify existing or proposed pedestrian sidewalks or pathways between the existing entrance to the existing adult detention facility and Natividad Road or Constitution Boulevard. To ensure that adequate pedestrian facilities are provided, the following mitigation shall be required:

Mitigation Measure

T-2 To ensure adequate pedestrian facilities are provided, final development plans will include sidewalks, pathways or directional signage on the project site between the existing adult detention facility entrance and both Natividad Road and Constitution Boulevard. Final plans are subject to the review and approval of Monterey County RMA - Planning and RMA - Public Works.

Monterey County RMA - Public Works will be responsible for implementation of this mitigation measure.

Monitoring Actions

Prior to approval of final improvement plans, Monterey County RMA – Public Works shall prepare an off-site improvement plan for the listed improvements and submit the plans to Monterey County RMA – Planning for approval.

Prior to occupancy of the new jail housing addition, Monterey County RMA - Public Works shall construct the improvements identified by this mitigation measure.

Implementation of mitigation measure T-2 would ensure that adequate pedestrian facilities are provided. The impact would be less than significant with mitigation.

Other Issues - Parking

The parking is not on the list of impacts in the CEQA Guidelines; however, this does not mean it is not a physical effect. In the case of *Taxpayers for Accountable School Bond Spending v. San Diego USD* (April 25, 2013) 215 Cal.App.4th 1013, the Court asserted that: "[R]egardless of whether parking is considered a primary or secondary impact of a project, a project's impact on parking generally should be studied for any potential impact on the environment."

The traffic impact analysis prepared for the proposed project did address the adequacy of parking, and the analysis is summarized below.

Parking demand for the existing jail fluctuates throughout the day with highest demand occurring at the shift changes at 7:30 am, 3:30 pm, 7:30 pm and 11:30 pm. Parking occupancy was observed and recorded at the jail facility on Wednesday, December 5, 2012. Excluding the shift change at 11:30 pm, the parking occupancy at the jail shift changes is as follows:

- 7:30 am: 116 spaces;
- 3:30 pm: 100 spaces; and
- 7:30 pm: 99 spaces.

These estimates are based on observations of the number of vehicles parked in the parking lots during the day and the turnover of jail employees at the shift changes.

The parking occupancy figures include Sheriff transport vehicles. There are 18 vehicles in the transport fleet, but the number of transport vehicles on the jail site varies throughout the day. In the future, the transport vehicles will be parked off-site and spaces will not need to be reserved at the project site for overnight parking. Existing parking occupancy at the shift changes excluding the transport vehicles is as follows:

- 7:30 am: 110 spaces;
- 3:30 pm: 90 spaces; and
- 7:30 pm: 85 spaces.

Peak parking occupancy currently occurs at 7:30 AM, with an estimated 110 spaces occupied, excluding the fleet vehicles. For existing conditions, a parking space count of 116 is recommended, which includes a five percent safety allowance over the existing parking demand (110 spaces).

The project would increase the parking demand during the 7:30 AM shift changeover by 29 vehicles, 11 from the night shift and 18 from the day shift. The total recommended parking spaces for the project are 146 spaces (110 existing plus 29 project plus five percent safety allowance).

The proposed project would not impact the parking spaces currently provided in Lots B and C. The 132 spaces in these lots will be maintained. However, the project would displace the parking provided in Lot A. The project will provide 40 new spaces; 27 spaces at the southeast corner of the new building and 13 spaces on the west side of the new building. This will provide 152 total parking spaces for the expanded facility, which will exceed the estimated parking demand for the project (146 spaces). See Figure 8, Proposed Parking.

The project will displace parking spaces used for Natividad Medical Center and County employee parking. The elimination of these spaces will be offset by using other areas identified for the Natividad Medical Center parking including but not limited to the area on the west side of the former hospital, which contains 84 parking spaces.

An adequate number of parking spaces will be provided for the project; therefore, the impact to parking would be less than significant.

3.9 UTILITIES AND SERVICE SYSTEMS

This section of the EIR addresses project impacts related to utilities and service systems. The discussion in this section is based on information contained in the *Monterey County Jail Housing Addition Project – Hydrology Study* memo and the *Monterey County Jail Housing Addition Project Water System, Sanitary Sewer System and Gas System Improvements* memo prepared by BKF Engineers dated August 19, 2013. The two memos are included as Appendix E and Appendix F in this EIR.

The County did not receive any comments on utilities as part of the NOP process.

Environmental Setting

Wastewater

The County's Adult Detention complex receives sanitary sewer service from the City of Salinas. Sanitary wastewater is conveyed via a system of collection pipes to the Monterey Regional Water Pollution Control Agency's (MRWPCA) Salinas Pump Station, which is located south of the W. Blanco Road/S. Davis Road intersection. From the Salinas Pump Station, wastewater is conveyed through MRWPCA facilities to the regional treatment plant located north of the City of Marina.

According to the MRWPCA, the Salinas Pump Station and Interceptor have a peak capacity of about 36 million gallons per day (mgd). The current average flow is about 18.5 mgd. The MRWPCA treatment plant has a permitted capacity of 29.6 mgd (Garrett Haertel, MRWPCA Compliance Engineer personal communication, September 12, 2013).

The main City sewer lines that serve the existing detention complex are a 12-inch and 18-inch sewer line in Natividad Road. The Monterey County Jail Housing Addition Project Water System, Sanitary Sewer System and Gas System Improvements memo identified that there is a deficiency in the 12-inch sewer caused by a flat pipe slope. The City's sanitary sewer master plan (City of Salinas Sanitary Sewer Master Plan 2011) does not recommend any improvements at this location. BKF spoke with the City of Salinas engineering staff to discuss city utility system. City staff indicated the most current information regarding sanitary sewer capacity issues and improvement projects is in the master plan report. City staff also stated that there are currently no sanitary sewer improvement projects underway that are part of their Capital Improvement Program (page 2).

Water

Domestic water for the existing detention complex is provided by California Water Service Company. The site is fed from a 10-inch water service on Natividad Road. The water service feeds a network of onsite water lines that loop around the existing detention complex. The water lines provide both domestic and fire demands.

As identified in the *Monterey County Jail Housing Addition Project Water System, Sanitary Sewer System and Gas System Improvements* memo, based on the monthly water usage and an average detention population of 1,125 in 2012, the average daily water demand is 212 gallons per day (gpd) per inmate.

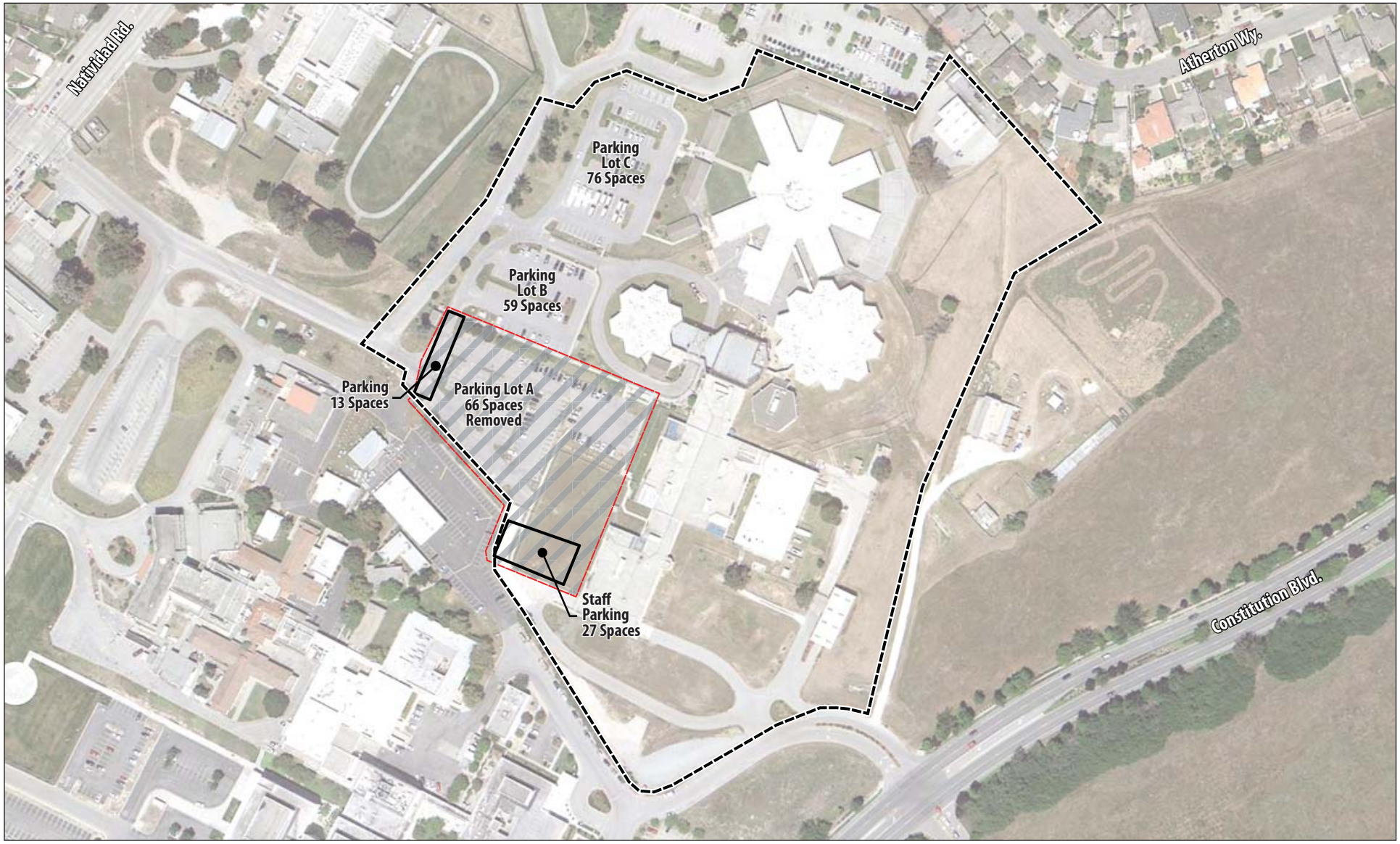
Storm Drainage Facilities

The project area is within the Carr Lake watershed. The project site is mostly developed with buildings, roadways, and surface parking lots. Runoff from the project site generally flows from east to west. Runoff is collected in a system of inlets and pipes that ultimately outfall to the grassy drainage swale west of the site. The grassy swale conveys flow to a 48-inch diameter pipe that flows south where it exits the property.

Solid Waste

The Salinas Valley Solid Waste Authority (SVSWA) serves the eastern inland areas of Monterey County including the cities of Gonzales, Greenfield, King City, Salinas, and Soledad, and the unincorporated communities of Bradley, Chualar, Jolon, Lockwood, Pine Canyon (King City), Prunedale, San Ardo, San Lucas, and Spreckels.

Solid waste is disposed of at the Johnson Canyon and Jolon Road landfills. The Johnson Canyon Sanitary Landfill is owned by the SVSWA and encompasses about 122 acres. Measured on July 1, 2007, the Johnson Canyon Sanitary Landfill facility had a permitted capacity of 6,923,297 cubic yards and the estimated closing date is 2040 (CalRecycle 2013). Collection and disposal services to the existing adult detention facility are provided by the Republic Services (formerly known as BFI).



Source: Lionakis 2014, Google Earth 2012

Figure 8
Proposed Parking

E M C

Monterey County Jail Housing Addition EIR

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Policy and Regulatory Setting

Federal Clean Water Act

Clean Water Act. Water quality objectives for all waters in the State of California are established under applicable provisions of Section 303 of the Federal Clean Water Act and the State Porter-Cologne Water Quality Control Act. The State Water Resources Control Board (SWRCB) and the Central Coast Regional Water Quality Control Board (RWQCB) are responsible for assuring implementation and compliance with the provisions of Clean Water Act and the Porter-Cologne Water Quality Control Act.

State Regulations

Central Coast Regional Water Quality Control Board. The Central Coast Regional Water Quality Control Board (RWQCB) oversees and protects surface and groundwater resources within the central coast counties. The RWQCB implements the provisions of Code of Federal Regulations Part 403 pertaining to wastewater discharges, and California Code of Regulations, Title 23, Chapter 15 with regard to land disposal of wastewater.

Title 22 California Code of Regulations. The California Department of Public Health (CDPH) promulgates and enforces state regulations for drinking water treatment facilities and distribution systems. These state regulations are at least as strict as federal drinking water regulations, although not all federal regulations are currently incorporated into corresponding state regulations. These state drinking water regulations are codified in California Code of Regulations (CCR) Title 22. The CDPH also regulates the distribution and use of recycled water through CCR Title 22.

California Integrated Waste Management Act. To minimize the amount of solid waste that must be disposed of by transformation and land disposal, the State Legislature passed the California Integrated Waste Management Act of 1989 (AB 939), effective January 1990. According to AB 939, all cities and counties were required to divert 25 percent of all solid waste from landfill facilities by January 1, 1995 and 50 percent by January 1, 2000.

The Act further requires every city and county to prepare two documents to demonstrate how the mandated rates of diversion would be achieved. The first document is the Source Reduction and Recycling (SRR) Element describing the chief source of the jurisdiction's waste, the existing diversion programs, and the current rates of waste diversion and new or expanded diversion programs intended to implement the Act's mandate. The second document is the Household Hazardous Waste (HHW) Element, which describes what each jurisdiction must do to ensure that household hazardous wastes are not mixed with regular non-hazardous solid waste and deposited at a landfill.

Impacts, Analysis, and Mitigation Measures

Methodology

Potential impacts are evaluated in the context of state and local policies and regulations and the initial study prepared for the project (Appendix A). The reader is directed to Section 4.0 of this EIR for a discussion of cumulative impacts.

Standards of Significance

The County utilizes the environmental checklist contained in CEQA Guidelines appendix G as a basis for standards of significance. As identified in the initial study prepared for the project (Appendix A), the standards of significance listed below are applicable to the proposed project.

- Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board;
- Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects;
- Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects;
- Have sufficient water supplies available to serve the project from existing entitlements and resources, or are new or expanded entitlements needed;
- Result in a determination by the wastewater treatment provider which serves or may serve the project that it has adequate capacity to serve the project's projected demand in addition to the provider's existing commitments;
- Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs; or
- Comply with federal, state, and local statutes and regulations related to solid waste.

Impact: Exceed Wastewater Treatment Requirements (Beneficial Impact)

Sanitary sewer services are provided by the City of Salinas and the MRWPCA. The proposed project would result in a decrease in wastewater flows (see discussion below). Therefore, the proposed project would not impact wastewater treatment requirements of the Regional Water Quality Control Board.

Impact: Require or Result in the Construction of New Water or Wastewater Treatment Facilities (No Impact)

As identified in the Table 14, Facility Water Demand, included in the Hydrology and Water Quality section of this EIR, the average daily water demand of the existing adult detention facility is 237,977 gpd, or approximately 212 gpd per inmate.

The total water demand at the adult detention facility would approximately 212,187 gpd, which is a total decrease of approximately 25,790 gpd. The reason for the decrease is that all new fixtures and appliances will be efficient with low water demand. Therefore, the proposed project would result in a decrease in water demand.

The existing sanitary sewer flows are proportional to the daily water use. Typically, the average sewer flows are equal to 90 percent of the daily water use. Since the average daily water usage will decrease with proposed development, sanitary sewer flows will also decrease.

As the water system memo prepared for the project determined that the average daily water demand (and corresponding sewer flows) would decrease with development of the project, the proposed project would not require or result in the construction of new water or wastewater treatment facilities. Therefore, there is no impact.

Impact: Require or Result in the Construction of New Storm Water Drainage Facilities (Less than Significant)

Implementation of the proposed project would create additional impervious surfaces, which may affect storm drainage amounts and conveyance. However, the proposed project will be required comply Under Monterey County's Municipal NPDES Permit and therefore will be required to implement LID site design features to comply with the Regional Water Board's post construction requirements. The project will be required to prepare an on-site final storm water drainage plan identifying facilities to limit the 100-year post-development runoff rate to the two-year pre-development rate and specific storm water treatment measures such as bioretention areas or infiltration zones to treat runoff from roofs, parking lots and hardscape. Please refer to the impact discussion in Section 3-6, Hydrology and Water Quality, of this EIR.

Mandatory conformance with County and City standards, and state and federal regulations would not result in significant impacts associated with construction of new storm drainage facilities; therefore, the impact is less than significant.

Impact: Sufficient Water Supplies (Beneficial Impact)

The water system memo prepared for the project determined that the average daily water demand would decrease with development of the project; therefore, the proposed project would result in a beneficial impact associated with water supply.

Impact: Adequate Wastewater Treatment Provider Capacity (Beneficial Impact)

The water system memo prepared for the project determined that the average wastewater flows would decrease with implementation of the project; therefore, the proposed project would result in a beneficial impact associated with wastewater generation and its effect on the treatment plant.

Impact: Be Served by a Landfill with Sufficient Permitted Capacity (No Impact)

The existing adult detention facility currently has average monthly inmate population of 1,125 and currently employs 97 employees within a 24 hour period.

The proposed project includes the addition of 576 new beds and facility support spaces. The project will provide an additional 288 new beds and will allow the overall inmate population to increase from the existing average detention population of 1,125 to a maximum of 1,401 and an additional 32 employees would be added.

Therefore, the adult detention facility would accommodate 276 additional inmates and 32 additional employees.

Solid waste and recycling service is currently provided to the existing adult detention facility and would continue with the proposed project. The Johnson Canyon Sanitary Landfill had a permitted capacity of 6,923,297 cubic yards and the estimated closing date is 2040 (CalRecycle 2013a). Based upon the existing and proposed detention housing addition, any increase in the solid waste and recycling materials would be minimal and could be accommodated by the service provider. The proposed project and future operation of the site would be served by a landfill with sufficient permitted capacity to accommodate the project's solid-waste disposal needs. Therefore, there is no impact because the proposed project would not require an increase in landfill capacity.

Impact: Comply with Federal, State, and Local Statues and Regulations Related to Solid Waste (No Impact)

Solid waste and recycling service is currently provided to the existing adult detention facility and would continue with the proposed project. The proposed project would need to comply with all federal and state regulations as well as any applicable local goals and policies in place. Therefore, there is no impact because the proposed project would be required to comply with applicable regulations.

4.0
CUMULATIVE IMPACTS

4.1 CEQA REQUIREMENTS

CEQA Guidelines Section 15130 requires a discussion of cumulative impacts when a project has possible environmental effects that are individually limited but cumulatively considerable. The definition of cumulatively considerable found in Section 15065(a)(3) states:

> Cumulatively considerable means that the incremental effects of an individual project are significant when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.

Where a lead agency is examining a project with an incremental effect that is not "cumulatively considerable," a lead agency need not consider that effect significant, but shall briefly describe its basis for concluding that the incremental effect is not cumulatively considerable. Incremental effects which are not considered cumulatively considerable need not be discussed in detail in the EIR. A lead agency shall identify facts and analysis supporting its conclusion that the cumulative impact is less than significant.

Where a lead agency concludes that the cumulative effects of a project, taken together with the impacts of past, present, and probable future projects are significant, the lead agency then must determine whether the project's incremental contribution to such significant cumulative impact is "cumulatively considerable."

A lead agency may determine that a project's contribution to a significant cumulative impact will be rendered less than cumulatively considerable and therefore, is not significant. A project's contribution is less than cumulatively considerable if the project is required to implement or fund its fair share of a mitigation measure or measures designed to alleviate the cumulative impact. The lead agency shall identify facts and analysis supporting its conclusion that the contribution will be rendered less than cumulatively considerable.

The discussion of cumulative impacts is required to reflect the severity of the impacts and their likelihood of occurrence, but the discussion need not provide as great detail as is provided for the effects attributable to the project alone. The discussion should be guided by the standards of practicality and reasonableness and should focus on the cumulative impact to which the other identified projects contribute rather than the attributes of other projects which do not contribute to the cumulative impact.

Lead agencies should define the geographic scope of the area affected by the cumulative effect and provide a reasonable explanation for the geographic limitation used. The analysis should include a summary of the expected environmental effects to be produced by those projects with specific reference to additional information stating where that information is available, and a reasonable analysis of the cumulative impacts of the relevant projects. An EIR shall examine reasonable, feasible options for mitigating or avoiding the project's contribution to any significant cumulative effects.

4.2 CUMULATIVE DEVELOPMENT SCENARIO

CEQA requires a cumulative development scenario to consist of either 1) a list of past, present, and probable future projects producing related or cumulative impacts, including, if necessary, those projects outside the control of the agency or 2) a summary of projections contained in an adopted general plan or related planning document, or in a prior environmental document that has been adopted or certified, which described or evaluated regional or area-wide conditions contributing to the cumulative impact.

The "list approach" to crafting a cumulative development scenario is used in this EIR. It is noted that a broader regional cumulative development scenario is used in some analyses within which the effects of cumulative development are normally managed. For example, the air basin is used in the cumulative air quality analysis. The existing and probable future projects with related cumulative impacts include the Juvenile Hall replacement/reconstruction project, the Salinas Regional Soccer Complex, the senior housing project at 11 Circle Hill, the Salinas Future Growth Area, and the new 36-unit multi-family residential project at Constitution Boulevard and Independence Boulevard in Creekbridge.

The location of each of the projects is identified on Figure 9, Cumulative Projects, and the projects' components are summarized below.

Cumulative Projects

1. Juvenile Hall Reconstruction
2. Salinas Regional Soccer Complex
3. Senior Housing Project on 11 Hill Circle
4. Salinas Future Growth Area
5. Residential Project at Constitution and Independent Boulevards

0 3,000 feet

Source: City of Salinas GIS 2010, ESRI 2010

Figure 9

Cumulative Scenario

Monterey County Jail Housing Addition EIR

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Juvenile Hall Replacement/Reconstruction Project

The County of Monterey has received funds to replace/reconstruct the existing 114-bed Juvenile Hall with a Title 24 compliant, 120-bed Juvenile Hall on the existing Juvenile Hall site for a total cost of $52,405,000. Implementation of the project will significantly improve officer, staff, public, and juvenile safety.

The proposed project will be built on the site of the existing Monterey County Juvenile Hall, which was built more than fifty years ago. The existing facility does not meet current California Code of Regulations and the Americans with Disabilities Act (ADA) and the utilities are dated, resulting in high maintenance and utility costs. The new facility will be constructed in phases to allow the existing facility to remain in operation. As the new buildings are occupied, the existing buildings will be demolished to make way for a new recreation yard.

The Monterey County Juvenile Hall replacement/reconstruction will be a Type II Facility (i.e. a local detention facility used for the detention of persons pending arraignment, during trial and upon sentence of commitment as defined in Title 24 of the California Code of Regulations). The facility will include three podular housing units of 32 beds each, one podular housing unit of 24 beds dayrooms, program rooms and a 1.25-acre recreation yard surrounded by the housing units and support buildings. A new administration area, visiting area, laundry, kitchen and dining facilities will also be constructed. Modern construction will be used that meets the requirements of Title 15 and 24 of the California Code of Regulations and ensures ADA accessibility.

Operations of the new facility will not require any additional employees and the addition of six beds is not anticipated to affect visitation, which occurs only on weekends.

Salinas Regional Soccer Complex

The Salinas Regional Soccer Complex project as proposed consists of constructing 11 new soccer fields (including eight outdoor grass fields, two outdoor turf fields, and one indoor arena field) and a new parking lot. The 42-acre project site is bordered by Constitution Boulevard on the north, Gabilan Creek on the south, the Creek Bridge Village Center on the east, and a parking lot on the west that serves the existing soccer fields located between Laurel Drive and the parking lot. Access to the existing and proposed parking lots would be provided via Constitution Boulevard. The proposed project is currently undergoing environmental review, with the City of Salinas as the lead agency. For the purposes of this analysis, future development of the project as currently proposed was assumed.

Senior Housing Project on 11 Hill Circle

A 53-unit senior housing project is approved but not built at 11 Hill Circle approximately a mile south of the project site along East Laurel Drive. The Salinas Planning Department has received some inquiries about the site, but as of March 2014, only underground infrastructure has been completed at the site (Courtney Grossman, email message, March 19, 2014).

Salinas Future Growth Area

The Future Growth Area contains approximately 3,347 acres of land on the northeast portion of the City. It is bounded by Rogge Road and a future extension of Russell Road on the north, Old Stage Road on the northeast, Williams Road on the east, Boronda Road on the south, and San Juan Grade Road on the west. Existing land uses within the future growth area are primarily cultivated farmland and grazing lands.

The Future Growth Area has been anticipated for development in the City's General Plan with up to 14,318 dwelling units and up to 9,023 square feet of commercial/office/mixed use and light industrial uses. Approximately 990 gross acres would be in open space.

The potential environmental impacts of developing the Future Growth Area with uses identified in the General Plan were evaluated in two program environmental impact reports (EIRs) certified by the City. The first was the 2002 City of Salinas General Plan Final EIR. The second was the 2007 Supplement for the Salinas General Plan Final Program EIR (SEIR).

The City's General Plan requires the preparation of Specific Plans including annexation plans, prior to the approval of development projects in the Future Growth Area. Currently there are three Specific Plans under development for the annexation area; two have been submitted to the City of Salinas for processing (Courtney Grossman, email message, March 19, 2014). A separate project EIR will be prepared for each Specific Plan.

Residential Project at Constitution and Independence Boulevards

A 36-unit multi-family residential development is approved but not built at approximately half a mile north of the existing detention facility at 1496 Constitution Boulevard. The project includes residential units in three (3) separate buildings with 80 off-street parking spaces on a 2.46-acre parcel. The City of Salinas issued a Conditional Use Permit for the project on October 30, 2013.

4.3 CUMULATIVE IMPACTS

Air Quality

The Air District's CEQA Guidelines indicate that a cumulative effect would occur if a project is inconsistent with the Air Quality Plan by exceeding population projections, or if the VOC or thresholds are exceeded. Non-population inducing projects have no effect on population levels and are considered consistent with the Air Quality Plan. The proposed project would not result in ongoing emissions of any of these pollutants that would exceed thresholds. Temporary emissions of VOC and during construction are accommodated in the Air Quality Plan.

As identified in this EIR, temporary emissions of during project construction would not exceed thresholds. It is not known when construction of projects on the cumulative list will occur. Theoretically, if all projects undergo construction at the same time, they would cumulatively contribute to localized emissions. However, as the type of construction, financing, and stage of review for each of the projects is different, the likelihood they will all undergo construction at the same time is low. The standard construction dust measures would mitigate in any case.

The proposed project will not induce population growth within the City and will not generate long-term criteria air emissions and thus is consistent with the Air Quality Plan. Therefore, the proposed project would not result in cumulatively considerable increase in criteria pollutants for which the Air District is in non-attainment.

Biological Resources

The majority of special-status species known to occur in the general project region are not expected to occur in or adjacent to the project site due to lack of suitable habitat. However, construction activities associated with the proposed project may impact nesting birds, if construction occurs during the nesting season and birds are nesting in the trees on and adjacent to the project site.

Proper implementation of Mitigation Measure Bio-1 would reduce the proposed project's potential contribution to this cumulative impact to a less than significant level by requiring avoidance measures and/or pre-construction surveys to ensure development activities will not disrupt nesting activities.

The potential impact to nesting birds will be localized, but similar impacts are possible with implementation of the cumulative projects. The magnitude of project impacts would not likely be cumulatively considerable relative to cumulative development because the impacts would be localized and can be reduced to a less-than-significant level with implementation of the proposed

mitigation measure, which is a standard measure required in the CEQA process associated with construction activities in the immediate vicinity of trees with nesting bird potential. Some agencies require this measure as a standard condition of any project approval. Therefore, the contribution of the proposed project to the potential cumulative impact to nesting birds would not be cumulatively considerable and therefore, less than significant.

Cultural Resources

Grading and construction activities associated with past and existing development within the Salinas vicinity has likely resulted in the loss and degradation of historic and archaeological resources. Over time, federal and state and local regulations have been developed that are designed to avoid or reduce the potential for significant impacts on these resources from site preparation (i.e. grading and trenching), construction and other activities. Consequently, the proposed project, as well as the cumulative projects, would be less likely to impact cultural resources.

Implementation of the County's standard requirements for accidental discovery of cultural resources would ensure that that earthmoving and construction activities associated with the proposed project would not result in significant adverse impacts to cultural resources or to human remains. Consequently, the proposed project's contribution to the cumulative impact would be less than cumulatively considerable and less than significant.

Geology and Soils

The cumulative context for the analysis of impacts resulting from geologic hazards generally is site-specific rather than cumulative in nature, because each project site may have a different set of geologic considerations that would be subject to uniform site development and construction standards. As such, the potential for cumulative impacts to occur is limited. Cumulative development on the project site and for each of the identified cumulative scenario properties would be required to be consistent with local and state laws and regulations including the seismic safety standards contained in the Uniform Building Code, local general plan policies, and other building and engineering standards designed to reduce risks from seismic hazards. As a result, seismic and soils hazards would be a less than significant cumulative impact.

Greenhouse Gas Emissions

The assessment of proposed project's impacts on climate change is inherently a cumulative impact analysis. Because climate change is a global phenomenon, it is highly unlikely that any one development project located anywhere in the world would have a significant individual

impact on climate change. It is the sum total of contributions of development around the world that contribute to the problem. Hence, global climate change is inherently a cumulative effect.

As discussed in Section 3.5, Greenhouse Gas Emissions, GHG emissions inventories have been conducted for the world, the U.S., California, and Monterey County. These inventories identify the relative contributions of the nation, state and county.

Though climate change is a cumulative, global issue, impacts of individual projects on climate change as assessed in the CEQA process are generally considered relative to the climate change context at the state, regional, and/or local jurisdiction boundary scale. CEQA thresholds of significance for GHG emissions address whether the incremental cumulative contribution of a specific project to GHG emissions is significant at the state, regional, and/or local scale.

Neither the Air District nor the County has adopted a threshold of significance; therefore, the San Luis Obispo air district service population threshold of 4.9 metric tons CO2e/service population/year is used to assess the potential GHG impacts of the proposed project. GHG emissions from project buildout are less than the comparative threshold of 4.9 metric tons/service population/year. Therefore, the proposed project's contribution to global climate change is not considerable and the impact is less than cumulatively significant.

Hydrology and Water Quality

As identified in Section 3.6, Hydrology and Water Quality, the proposed project would have a beneficial impact on groundwater supply and thus, would not contribute to cumulative groundwater demand impacts.

Implementation of the proposed project will contribute to incremental degradation of surface water quality resulting from construction activities. However, the proposed project, as well as other projects identified in the cumulative scenario, will be required to be consistent with water quality regulations designed to substantially improve water quality in receiving waters through the City's NPDES permit process as identified in Section 3.6, Hydrology and Water Quality which reduces the impact to less than significant. Therefore, cumulative impacts from erosion and water quality degradation during construction would be less than significant.

The incremental increase of impervious surface associated with the proposed project will affect drainage. The project will be required to comply with Monterey County's Municipal NPDES and the Regional Water Board's post construction requirements to ensure that potential impacts associated with drainage would be less than significant, therefore; the contribution of the proposed project to cumulative impacts to hydrology and water quality is not cumulatively considerable and less than cumulatively significant.

Noise

Primary access to the project site is provided from Natividad Road. According to the traffic impact analysis (Exhibit 4) the traffic on Natividad Road north of Laurel Drive west of the project site is currently about 23,670 peak hour trips per day. According to the traffic impact analysis (Exhibit 13) future cumulative traffic with the project on Natividad Road north of Laurel Drive west of the project site is projected to be 27,766 trips per day. This is an increase of 4,096 trips per day over existing conditions.

As discussed in Section 3.7 of this EIR, in order for the increase in traffic noise to be "just detectable" there would need to be a doubling of traffic (or 23,670 additional trips per day over existing conditions) to result in a three dB increase, which is "just detectable." Therefore, noise associated with cumulative vehicle trips would not be detectable and therefore, would not result in a substantial permanent increase in cumulative ambient noise levels in the project vicinity. Additionally, the proposed project would contribute only 40 peak hour trips (or 0.97 percent) to the total anticipated cumulative vehicle trips; therefore, the proposed project's contribution to the cumulative projects scenario would be less than cumulatively considerable and therefore, less than significant.

Construction noise is project specific and temporary in nature. Proper implementation of mitigation measures N-1 and N-2 would ensure that construction activities associated with the proposed project would not result in significant adverse noise impacts. Consequently, the proposed project's contribution to the cumulative impact would be less than cumulatively considerable and less than significant.

Traffic and Circulation

Cumulative traffic conditions were analyzed in the traffic impact analysis prepared for the project, included as Appendix C of this EIR.

Cumulative condition traffic volumes were estimated by applying an annual growth rate to existing volumes over 20 years. Based upon traffic volume forecasts contained in the *City of Salinas General Plan Circulation Element and Environmental Impact Report Traffic Study* (June 11, 2002), an average annual growth rate of two percent was applied to the existing traffic volumes for a 20-year period. The growth rate was applied to the driveway traffic entering and exiting the driveways serving the project site to account for growth at this intersection over the analysis period. In addition, traffic generated by the proposed Salinas Regional Soccer Complex that would be located on the east side of Constitution Boulevard, across from the jail was included in the cumulative condition traffic volumes.

As identified in the traffic impact analysis, the following intersections would operate at unacceptable conditions under cumulative conditions with and without the proposed project:

- Natividad Road/Laurel Drive;
- Constitution Boulevard/Laurel Drive;
- Constitution Boulevard/Medical Center Driveway; and
- Constitution Boulevard/North Driveway.

The Natividad Road/Laurel Drive, Constitution Boulevard/Medical Center Driveway and Constitution Boulevard/North Driveway intersections would experience LOS F operations under cumulative without project during at least one peak hour. The Constitution Boulevard/Laurel Drive intersection would operate at LOS E during the PM peak hour under Cumulative Conditions. Therefore, the proposed project's impact to cumulative impacts at these intersections is significant. Additional delays, which are negligible, are presented on Exhibit 5 in the traffic impact analysis in Appendix C of this EIR.

The City of Salinas Traffic Impact Fee program documents a list of traffic improvements that would improve existing traffic operations and serve long-range traffic demand in the City, including the intersections in the vicinity of the project.

A project's contribution is less than cumulatively considerable if the project is required to implement or fund its fair share of a mitigation measure or measures designed to alleviate the cumulative impact (CEQA Guidelines 15130(a)3). Therefore, fair share payment towards the City of Salinas Traffic Impact Fee program will be required to ensure the projects' contribution to the cumulative impact is less than significant.

Signalization of the Constitution Boulevard /Medical Center Driveway and the Constitution Boulevard/North Driveway intersections are not included in the Traffic Impact Fee, but would be required to serve long-range traffic demand.

To ensure the contribution of the proposed project to traffic impacts is less than cumulatively considerable, the following mitigation will be required:

Mitigation Measure

Cumulative T-1 The County will pay the Salinas Traffic Impact Fee to contribute towards the long-range transportation improvements identified in the City of Salinas Traffic Improvement Program, as well as a pro-rata share of the cost of signalization of the Constitution Boulevard/Medical Center Driveway intersection and the Constitution

Boulevard/North Driveway intersection. The County will consult with the City regarding the pro-rata fee. These improvements are not included in the Salinas Traffic Impact Fee program and will be subject to a Memorandum of Understanding between the City and the County.

The Salinas Traffic Impact Fee and the pro-rata share of the intersection improvements will be paid prior to the commencement of construction activities.

Monterey County RMA – Public Works will be responsible for implementation of this mitigation measure.

Monitoring Action

Prior to the commencement of construction activities, the Monterey County RMA – Public Works shall pay the pro rata share long-range transportation improvements identified in the City of Salinas Traffic Improvement Program, as well as a pro-rata share of the cost of signalization of the Constitution Boulevard/Medical Center Driveway intersection and the Constitution Boulevard/North Driveway intersection to the City of Salinas.

Implementation of mitigation measure Cumulative T-1 will ensure that the proposed project contribute its fair share towards approved programs designed to alleviate cumulative traffic impacts in accordance with CEQA Guidelines 15130(a)3.

Utilities and Service Systems

As discussed in Section 3.9 of this EIR, the proposed project would have no impact on the construction of wastewater treatment facilities, or landfill facilities. In addition, the proposed project would have a beneficial impact on wastewater treatment requirements and capacity, and water supplies. Therefore, the proposed project would not contribute to cumulative effects associated with the construction of wastewater treatment or landfill facilities.

As discussed above under Hydrology and Water Quality, implementation of the proposed project would create additional impervious surfaces, which may affect storm drainage amounts and conveyance requiring the construction of storm water improvements. However, mandatory conformance with County and City standards, and state and federal regulations would not result in significant impacts associated with construction of new storm drainage facilities; therefore, the impact is less than significant, and the proposed project's contribution is not cumulatively considerable. The impact is less than cumulatively significant.

5.0
ALTERNATIVES

5.1 CEQA REQUIREMENTS

CEQA Guidelines section 15126.6(a) requires a description of reasonable alternatives to the proposed project, or to the location of the project, which could feasibly attain most of the basic objectives of the project but would avoid or substantially lessen any of the significant effects of the project. The proposed project objectives are presented in Section 2.3 of this EIR. It also requires an evaluation of the comparative merits of the alternatives. An EIR need not consider every conceivable alternative to a project, but must consider a reasonable range of potentially feasible alternatives that will foster informed decision-making and public participation. CEQA Guidelines section 15126.6(b) further requires that the discussion of alternatives focus on those alternatives capable of eliminating any significant adverse environmental impacts or reducing them to a level of insignificance, even if these alternatives would impede to some degree the attainment of the project objectives or would be more costly.

CEQA Guidelines section 15126.6(d) requires the EIR to present enough information about each alternative to allow meaningful evaluation, analysis and comparison with the proposed project. If an alternative would cause one or more significant effects in addition to those that would be caused by the project as proposed, the significant effects of the alternative shall be discussed, but in less detail than the significant effects of the project as proposed. CEQA Guidelines section 15126.6(e) stipulates that a no project alternative be evaluated along with its impacts and requires the identification of an environmentally superior alternative. If the "No Project" alternative is the environmentally superior alternative, then the environmentally superior alternative amongst the remaining alternatives must be identified. CEQA Guidelines section 15126.6(f) states that the range of alternatives required in an EIR is governed by a "rule of reason" that requires the EIR to set forth only those alternatives necessary to permit a reasoned choice. The alternatives shall be limited to ones that would avoid or substantially lessen any of the significant effects of the project.

The proposed project would not result in any significant impacts that are not mitigated through regulations other than CEQA or through mitigation measures presented in this EIR. Therefore, the range of alternatives considered is limited.

5.2 ALTERNATIVES CONSIDERED BUT REJECTED AS INFEASIBLE

CEQA Guidelines section 15126.6(c) requires the lead agency to select a range of reasonable alternatives and identify any alternatives that were considered by the lead agency but were rejected as infeasible during the scoping process and briefly explain the reasons underlying the lead agency's determination. Two alternatives originally considered by the County, were rejected as infeasible. Both of these alternatives are discussed below, along with the reason for rejecting them.

Alternative Location

The County considered multiple sites for jail facilities in conjunction with a Reentry Facility before selecting the proposed project site as the preferred alternative. Criteria for an alternative location included 1) a site with enough land for the project and 2) accessibility to necessary facilities and support services. Constraints to identifying a site include accessibility and availability of infrastructure (roads, water, wastewater, etc). Alternative locations considered included two properties located adjacent to the Salinas Valley State Prison north of the City of Soledad and a location south of the Salinas Municipal Airport.

The two sites adjacent to Salinas Valley State Prison are within the sphere of influence of the City of Soledad. The site was excluded based on City opposition to locating a facility at this location.

The County entered into a MOU with the City of Salinas to consider a new jail south of the airport. The site consists of land currently in agricultural production and the site was also determined to be located within the flight path for landings and takeoffs. Therefore, based upon this alternative resulting in the loss of productive agricultural land and the potential for safety impacts, it was excluded as a reasonable alternative.

Funding has been made available to build a 576-bed Jail Housing Addition consisting of predominantly new housing with limited support and programming space. Funding presumes that required support facilities are in proximity with the jail. The funded project is predominantly new housing with limited support and programming space. The new housing units would be supported by the existing jail with services such as kitchen, laundry, medical, receiving and release, and maintenance. Also, the existing jail has a security sallyport at the point of connection of the new addition requiring no modification to the existing building. Utilities (storm water, sanitary sewer,

domestic water and electrical) exist at the project site, and there is adequate capacity for the proposed 576-bed Jail Housing Addition. Therefore, an alternative site would not meet several of the basic project objectives including:

- Be cost efficient to build and operate;
- Maximize or leverage the services provided by the existing jail facility;
- Use available contiguous land on the campus; or
- Take advantage of available existing state funding by providing an available, County-owned site free and clear of encumbrances.

In addition, there is no evidence that an alternative site would avoid or substantially lessen any significant impacts; rather, there is evidence that building a new facility on a new site would result in new impacts and would require additional construction (and would therefore increase construction related air and noise impacts) as the alternative site would be unable to leverage services and facilities provided by the existing jail facility. Because an alternative site would not feasibly accomplish several of the basic objectives of the project and would potentially increase impacts, rather than avoid or lessen any significant impacts, it is not being examined as an alternative in this EIR.

Alternative Design

The proposed project consists of construction of two, two-story housing units. Different design scenarios were considered within the site constraints. Design of a project is constrained with existing uses (emergency communications, Natividad Hospital, and Juvenile Hall) and obligations (e.g. agreements) to maintain access through the property and parking for the various uses. In addition, a Master Plan for the hospital includes use of much of the remaining space controlled by Monterey County.

An alternative design considered by County staff and the design team consisted of construction of two, side-by-side one-story buildings located on a portion of the existing staff parking lot and a fenced grassy area, and a single two-story housing unit located on the existing staff parking lot.

All other project parameters (building locations, gross square footage, number of inmates, number of employees, utility demand, etc.) would be similar to, (if not slightly greater) than the proposed project. All impacts associated with the proposed project would be the same for this alternative design. Because this alternative would not reduce project impacts, it is not considered to be a reasonable alternative and is not evaluated further.

5.3 ALTERNATIVES

Implementation of the proposed Monterey County Jail Housing Addition would not result in any significant unavoidable environmental impacts. All impacts have been determined to be less than significant due to the requirements of other regulations, or less than significant with mitigation. The alternatives evaluated in this EIR are a Reduced Density Alternative and the "No Project" alternative. There were no additional alternatives that were determined to be feasible, to reduce or avoid impacts, and to and meet the basic objectives of the proposed project.

The alternatives are described below, followed by an analysis of how the impacts of the alternatives compare with the proposed project. The impact level (less, similar, same, or greater) of the alternatives as compared to the project are noted in parentheses at the beginning of each comparison.

Alternative 1: Reduced Destiny Alternative

The Reduced Density Alternative would involve construction of a portion of the proposed project to accommodate 288 (rather that 576) additional beds. The primary intent of this alternative is to reduce the intensity and duration of construction-related environmental impacts.

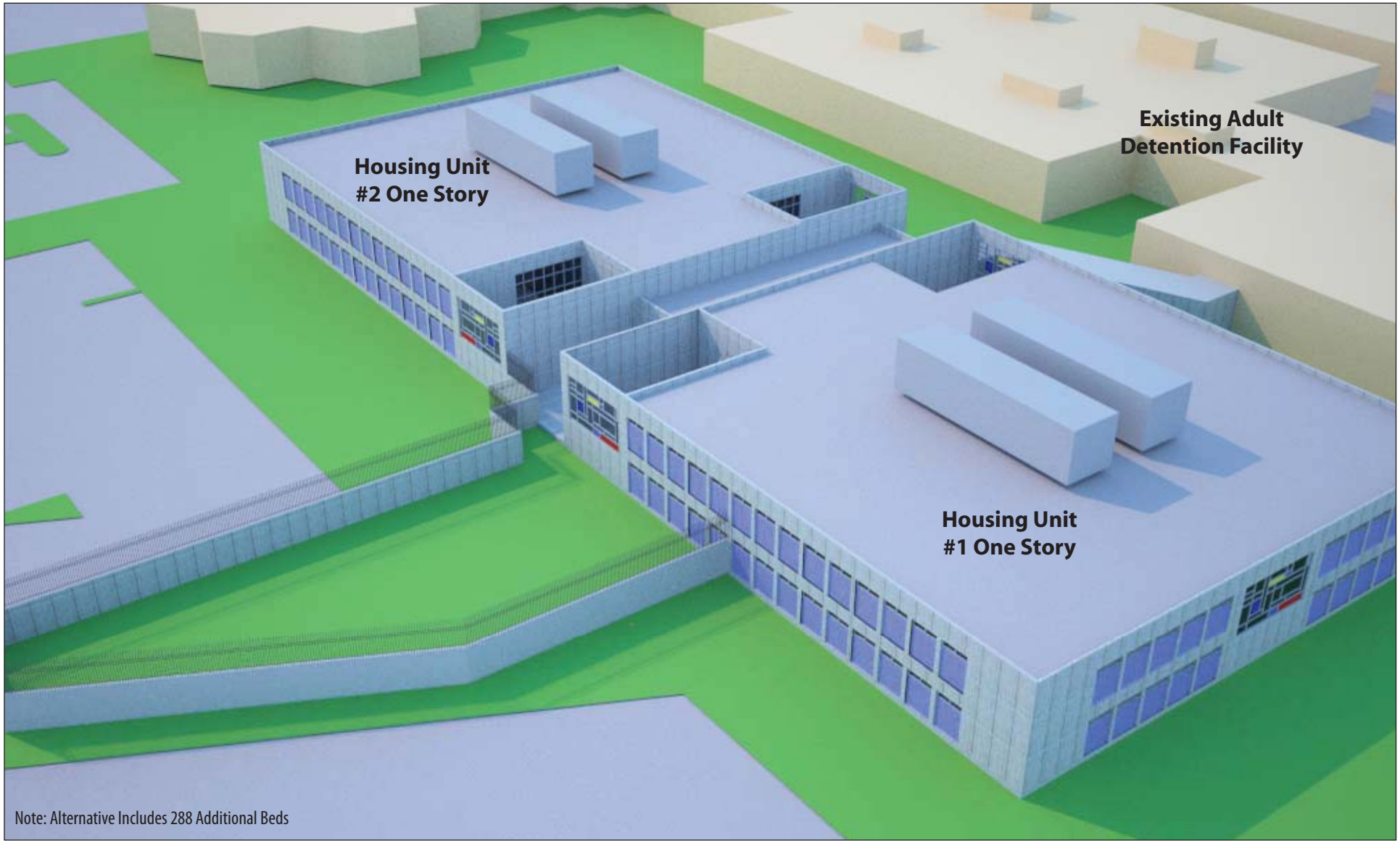
Alternative Description

The Reduced Density Alternative would consist of constructing two, side-by-side one-story buildings designed to accommodate 288 additional beds, increasing the bed capacity from 825 to 1,113 beds. This alternative would be located in the same location as the proposed project, on a portion of the existing staff parking lot and a fenced grassy area. Total programming space would be 74,000 gsf. The building footprint would be approximately 57,000 gsf. Operations would require an additional four sworn officers and an additional 16 civilian employees, for a total of 20 new employees. The Reduced Density Alternative is shown as Figure 10, Reduced Density Alternative Conceptual Design.

Alternative Effects

The environmental effects of the Reduced Density Alternative with reference to the proposed project are summarized by topic area below.

Air Quality-Construction (less). Construction emissions associated with the proposed project were determined to be less than significant. The Alternative Design would involve less construction than the proposed project and thus likely produce less construction emissions. Both the Reduced Density Alternative and the proposed project would result in less than significant impacts.



Source: HMC + Beverly Prior Architects 2013

Figure 10
Reduced Density Alternative - Conceptual Design

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Air Quality-Operational (less). Operational emissions associated with the proposed project were determined to be less than significant. The Reduced Density Alternative would have slightly less operational activities (energy demand, traffic generation, etc.) than the proposed project and thus likely produce similar, though slightly less, operational emissions. Both the Reduced Density Alternative and the proposed project would result in less than significant impacts.

Biological Resources (similar). The proposed project requires pre-construction surveys to ensure there are no adverse impacts to potentially-nesting protected bird species in the immediate vicinity of construction activities. The Reduced Density Alternative would impact the same general area and would also require the same pre-construction survey as the proposed project.

Cultural Resources (similar). The proposed project as well as the Reduced Density Alternative has the potential to result in impacts to unknown buried cultural resources. Mitigation implementing the County's standard requirements ensure that the potential impact, should it occur would be less than significant. Consequently, the proposed project and the Reduced Density Alternative have the same potential for impact and would require the same mitigation. Thus, the impacts are similar.

Geology and Soils (less). All soil and geology impacts associated with the proposed project were found to be less than significant. The Reduced Density Alternative would involve slightly less geologic/soil disturbance as the proposed project due to a reduction in the project size; therefore, the impact would be expected to be somewhat less. Both the Reduced Density Alternative and the proposed project would result in less than significant impacts.

Greenhouse Gas Emissions (less). Greenhouse gas emissions associated with the proposed project were determined to be less than significant. The Reduced Density Alternative would likely generate slightly less GHG emissions both during its construction phase and operations phase than the proposed project. Therefore, overall the GHG impacts would likely be slightly less. Both the Reduced Density Alternative and the proposed project would result in less than significant impacts.

Hydrology and Water Quality (less). The Reduced Density Alternative would have slightly less effects on existing hydrological conditions than the proposed project because the change in drainage patterns, infiltration rates, and run-off volumes within the project site would be slightly less due to a reduced project area as compared to the proposed project.

Noise Construction (less). Implementation of the proposed project could result in a significant impact on noise sensitive receptors by exposure to construction noise, if not mitigated. The Reduced Density Alternative would also require new construction, although approximately half the amount as the proposed project. Therefore, the intensity and duration of construction noise is expected to be less for the Reduced Density Alternative. Both the proposed project and the Reduced Density Alternative would require the same mitigation to reduce construction noise to a less-than-significant level.

Noise – Operations (similar). The Reduced Density Alternative would add somewhat fewer daily trips over existing conditions than the proposed project. However, the noise impact of additional trips associated with the proposed project was determined to be undetectable. Therefore, the operational noise impact traffic is considered to be similar to the proposed project.

Traffic and Transportation (similar). The Reduced Density Alternative would add somewhat fewer daily trips over existing conditions as compared to the proposed project; however the project related and cumulative level traffic impacts are expected to be the same and require the same project and cumulative transportation-related mitigation as the proposed project. Therefore, impacts associated with the Reduced Density Alternative would be similar to the proposed project.

Utilities and Service Systems (similar). The Reduced Density Alternative as well as the proposed project would increase services demand; however, both development scenarios would incorporate all new, energy and water efficient fixtures and, thus reduce overall demand. Therefore, the proposed project as well as the Reduced Density Alternative would result in a similar, overall reduction in demand and a beneficial impact over existing conditions.

The Reduced Density Alternative and Proposed Project Objectives

The Reduced Density alternative would not achieve the County's objectives as identified in Section 2.3, Project Objectives, of this EIR. The Jail Needs Assessment completed in December 2011 identified the projected need for additional beds and the county was granted the maximum amount possible from the State to construct additional facilities to accommodate 576 beds towards the identified need. A smaller project than what is proposed would not meet the immediate or projected need of the County.

Alternative 2: No Project

CEQA Guidelines section 15126.6(e) requires the "No Project" alternative be evaluated along with its impacts. The "No Project" alternative analysis must discuss the existing conditions, as well as what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and consistent with available infrastructure and community services.

Alternative Description

The No Project alternative assumes physical conditions as they exist on the project site, and operations at the adult detention facility as they currently function, as well as an influx of prisoners from the State prison system resulting from realignment. Refer to the realignment discussion in Section 2.2, Project Background, Purpose and Need.

Alternative Effects

The environmental effects of the No Project alternative with reference to the proposed project are summarized by topic area below.

Air Quality-Construction (less). The No Project alternative would not produce any construction emissions, as no construction activities would occur. Proposed project construction activities would not exceed the 2.2-acre per day threshold for construction phase dust emissions, and therefore the impact from construction of the proposed project would be less than significant. Although construction emissions associated with the proposed project would be less than significant, there would be no impact with the alternative and therefore, the impact level would be less.

Air Quality-Operational (less). The No Project alternative would not add any emissions over existing operational conditions. However, the upgrades and energy efficiencies associated with the proposed project would not be implemented. The CalEEMod emissions results show that the proposed project's operational emissions of criteria pollutants would be below the Air District thresholds; therefore, the operational effects of the proposed project on air quality would be less than significant. However, the No Project alternative would not add any emissions over existing operational conditions. Therefore, overall the impacts associated with this alternative would be less than those associated with the proposed project.

Biological Resources (less). The No Project alternative would generate no new potential impacts on biological resources because no new development would occur that could adversely affect sensitive biological resources. The proposed project requires pre-construction surveys to ensure there are no adverse impacts to potentially-nesting protected bird species in the immediate vicinity of construction activities. This no project alternative would avoid impacts that would require mitigation with implementation of the proposed project. Therefore, the impact level would be less.

Cultural Resources (less). The No Project alternative would result in no new potential impacts to unknown, buried cultural resources because there would be no new land disturbance. The proposed project has the potential to result in impacts to unknown buried cultural resources; however, implementation of the County's standard requirements ensure that the potential impact, should it occur, would be less than significant. Consequently, the No Project alternative would avoid any potential for adverse effects on cultural resources that could potentially occur and require mitigation.

Geology and Soils (less). The No Project alternative would be the continued operation of the existing adult detention facility on the developed site. All soil and geology impacts associated with the proposed project were found to be less than significant. No additional geologic/soil disturbance would be needed with the no project alternative and therefore the impacts would be less.

Greenhouse Gas Emissions (less). The No Project alternative would not add any GHG emissions over existing operational conditions. Implementation of the proposed project would generate GHG emissions both during its construction phases and operations phases. Therefore, overall the impacts associated with this alternative would be less than those associated with the proposed project.

Hydrology and Water Quality (less). The No Project alternative would have no new adverse effects on existing hydrological conditions because under this alternative there would be no change to the existing drainage patterns, infiltration rates, or run-off volumes within the project site. This alternative would therefore avoid water quality impacts that would require compliance with the Regional Water Board's post construction requirements with implementation of the proposed project.

Noise Construction (less). The No Project alternative would have no construction-related noise impacts. Implementation of the proposed project could result in a significant impact on noise sensitive receptors by exposure to construction noise, if not mitigated. This alternative would not require new construction and therefore would avoid potential construction noise impacts and the need for associated mitigation.

Noise – Operations (similar). The No Project alternative would result in no change in operational noise. The proposed project would add only 265 daily trips (or 1.12 percent) and only 40 "peak Hour" trips over existing conditions. The noise impact associated with the additional trips would not be detectible. Although the No Project alternative would not add any additional trips, the operational noise impact traffic is considered to be similar to the proposed project.

Traffic and Transportation (less). The No Project Alternative would not add any additional trips to the roadways over existing conditions and would avoid project and cumulative transportation-related impacts that require mitigation. All traffic impacts associated with the proposed project were found to be either less than significant, or less than significant with mitigation. Therefore, impacts associated with the No Project alternative would be slightly less.

Utilities and Service Systems (greater). Implementation of the No Project alternative would not result in sources of new demand for utilities. Although the proposed project would increase services demand, all new fixtures and appliances will be energy and water efficient, thus reducing overall demand. Overall demand on utilities including water and wastewater would be reduced with implementation of the proposed project; therefore, utility impacts under the No Project alternative are greater.

No Project Alternative and Proposed Project Objectives

The No Project alternative would not achieve any of the County's objectives as identified in Section 2.3, Project Objectives, of this EIR. Without this project, the County would not meet its inmate level obligations under AB109.

5.4 COMPARISON OF ALTERNATIVES

Table 15, Comparison of Alternatives to the Proposed Project, provides a summary of the potential impacts of the alternatives evaluated in this section, compared with the potential impacts of the proposed project.

Table 15 Comparison of Alternatives to the Proposed Project

Environmental Topic	Proposed Project	Reduced Density Alternative	No Project Alternative
Air Quality - Construction	Less than significant	Less (less than significant)	Less (no impact)
Air Quality – Operations	Less than significant	Less (less than significant)	Less (less than significant)
Biological Resources	Less than significant with mitigation	Similar	Less (no impact)
Cultural Resources	Less than significant with mitigation	Similar	Less (no impact)
Geology and Soils	Less than significant	Less (less than significant)	Less (no impact)
Greenhouse Gas Emissions	Less than significant	Less (less than significant)	Less (no impact)
Hydrology and Water Quality	Less than significant	Less (less than significant)	Less (no impact)
Noise – Construction	Less than significant with mitigation	Less (less than significant with mitigation)	Less (no impact)
Noise - Operations	Less than significant	Similar	Similar
Transportation and Traffic	Less than significant with mitigation	Similar	Less (no impact)
Utilities and Service Systems	Less than significant	Similar	Greater (no beneficial impact)
Primary Project Objectives	Meets project objectives	Meets project objectives	Would not meet project objectives

Source: EMC Planning Group 2014

CEQA Guidelines Section 15126.6(e)(2) requires that the environmentally superior alternative be identified. All impacts associated with the proposed project were found to be either less than significant of less than significant with mitigation. Several impacts associated with the Reduced Density Alternative are considered to be "less" relative to the proposed project. However, the level of significance remains the same in all instances and the Reduced Density Alternative does not eliminate the need for any mitigation required by the proposed project. The Reduced Density Alternative may be considered environmentally superior to the proposed project because it may reduce the duration and intensity of some of the environmental impacts (e.g. construction noise) however; it does not reduce any significant impact to a level of insignificance and would require similar mitigation for identified impacts as the proposed project.

Several impacts associated with the No Project Alternative are considered "less" relative to the proposed project because the alternative would not require mitigation or there would be no impact at all. However, one environmental topic area (Utilities and Service Systems) would result in greater impacts as compared to the proposed project. This is due to the fact that the No Project Alternative would not implement the utility and service system improvements included with the proposed project and thus would have a greater demand on those systems. Therefore, the No Project Alternative could not be considered environmentally superior to the proposed project and it does not meet the primary objectives of the project.

6.0
OTHER SECTIONS REQUIRED BY CEQA

6.1 GROWTH INDUCING IMPACTS

CEQA Requirements

CEQA Guidelines section 15126.2(d) requires a discussion of the growth-inducing impacts of a proposed project. Growth inducement refers to the likelihood that a proposed project will foster growth in the surrounding area, either directly or indirectly. The most common factor in fostering growth is the removal of obstacles to population or economic growth. Potential growth-inducing impacts must be discussed in relation to both the potential impacts on existing community service facilities and the way a project may encourage and facilitate other activities that could significantly affect the environment. It must not be assumed that growth in any area is necessarily beneficial, detrimental or of little significance to the environment.

Growth-inducing Impact Analysis

The proposed project is an adult detention facility housing addition to expand the existing physical facilities and programs provided by the Monterey County Sheriff's Department. The proposed programs and increase in capacity are in response to existing, as well as projected, social needs. The proposed project would add 32 employees; however, this incremental increase in employees would not require new housing or infrastructure beyond the project boundaries that could foster growth in the surrounding area, either directly or indirectly. The proposed project would not remove any obstacles to population or economic growth. Therefore, the proposed project would not be growth-inducing.

6.2 SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES

CEQA Requirements

CEQA Guidelines section 15126.2(c) requires a discussion of significant and irreversible changes that would be caused by the project if implemented. The use of non-renewable resources during the initial and continued phases of the project may be irreversible, since a large commitment of such resources makes removal or nonuse in the future unlikely. Primary impacts and, particularly, secondary impacts (such as highway improvement that provides access to a previously inaccessible area) generally commit future generations to similar uses. Also, irreversible damage can result from environmental accidents associated with the project. Irretrievable commitments of resources should be evaluated to assure that such current consumption is justified.

Irreversible Environmental Effects

The proposed project would have the irreversible effects described below.

Use of Non-Renewable and Other Resources

Energy is the primary non-renewable resource whose consumption would be irreversible. The proposed project will result in the direct consumption of oil, primarily in the form of refined fuels, indirect consumption of fossil fuels in the form of fossil-fuel generated electricity, direct consumption of non-renewable natural gas, all used in the construction and operation (including vehicle use) of new development. However, it should be noted that the proposed project site is currently developed with the Monterey County Adult Detention Facility and so with expansion of the facility under the proposed housing addition, it is anticipated that there would be a greater commitment of resources to continue operation of the facility depending on the overall usage and intensity of the additional development.

The proposed project would involve construction of new structures that would also result in the irreversible consumption of a range of other natural resources that for all intents and purposes, are non-renewable due to the excessively long period of time needed to create them. These include mineral resources, natural building materials such as sand and gravel, and precious and non-precious metals. However, the proposed project is a relatively small project – 134,370 gross square feet (gsf) – and therefore, the use of these non-renewable resources is not considered significant.

6.3 SIGNIFICANT UNAVOIDABLE IMPACTS

CEQA Requirements

A significant adverse unavoidable environmental impact is a significant adverse impact that cannot be reduced to a less than significant level through the implementation of mitigation measures. CEQA Guidelines section 15093 requires that a lead agency make findings of overriding considerations for unavoidable significant adverse environmental impacts before approving a project.

CEQA Guidelines section 15093(a) requires the decision-making agency (the County of Monterey) to balance, as applicable, the economic, legal, social, technological, or other benefits of a project against its unavoidable environmental risks when determining whether to approve the project. If the specific economic, legal, social, technological, or other benefits of a project outweigh the unavoidable adverse environmental effects, the adverse environmental effects may be considered "acceptable." CEQA Guidelines section 15093(b) states that when the lead agency approves a project which will result in the occurrence of significant effects which are identified in the final EIR but are not avoided or substantially lessened, the agency shall state in writing the specific reasons to support its action based on the final EIR and/or other information in the record. The statement of overriding considerations shall be supported by substantial evidence in the record.

Significant and Unavoidable Project-level and Cumulative Effects

There were no project-level or cumulative significant and unavoidable impacts identified for the implementation of the proposed project. As presented throughout Section 3.0 of this EIR, and summarized in the Summary, all significant, or potentially significant adverse environmental impact can be mitigated to a less-than-significant level with implementation of other regulations or mitigation measures presented herein.

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7.0
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